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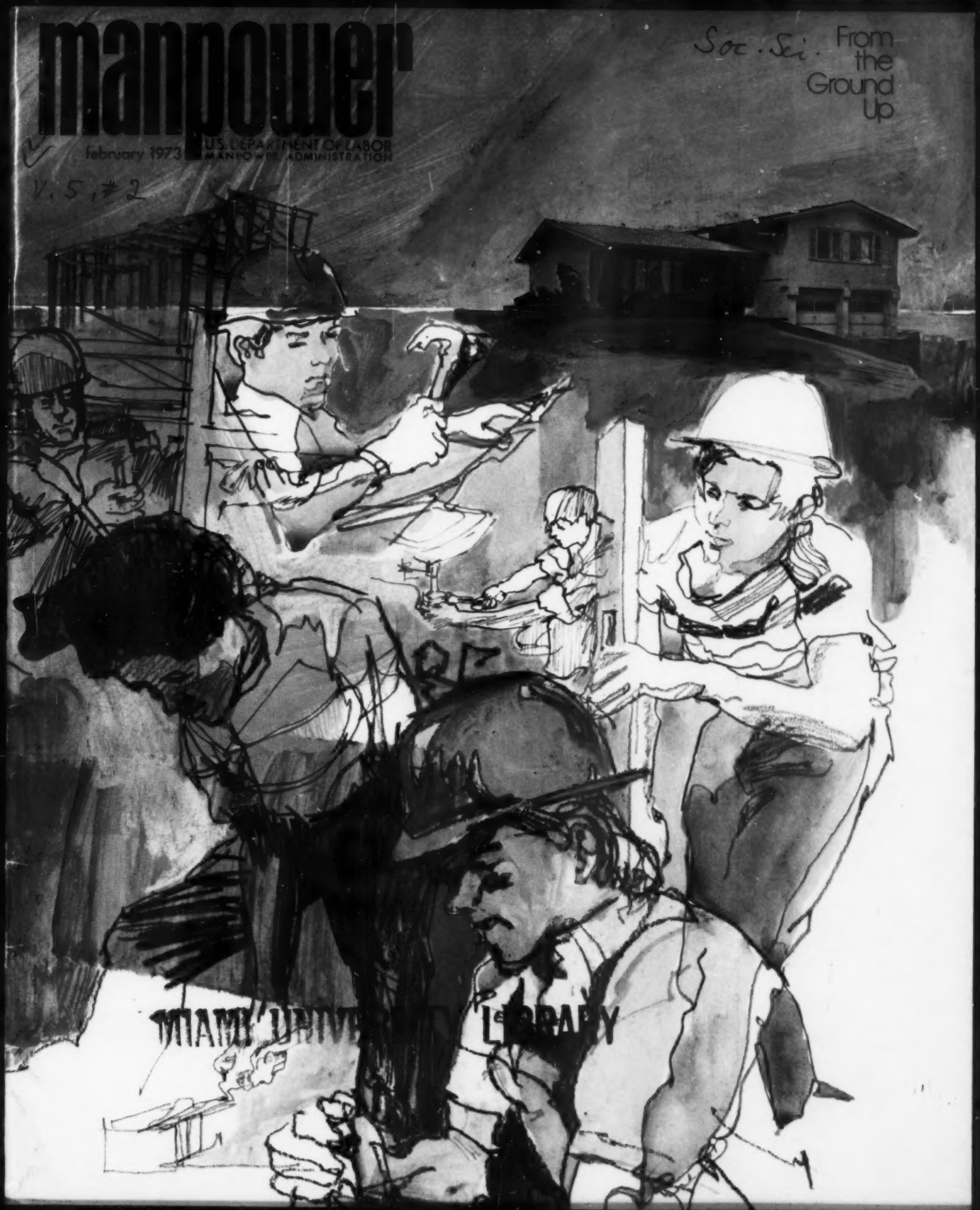
Soc. Sci.

From the Ground Up

V. 5, #2



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volume 5 number 2
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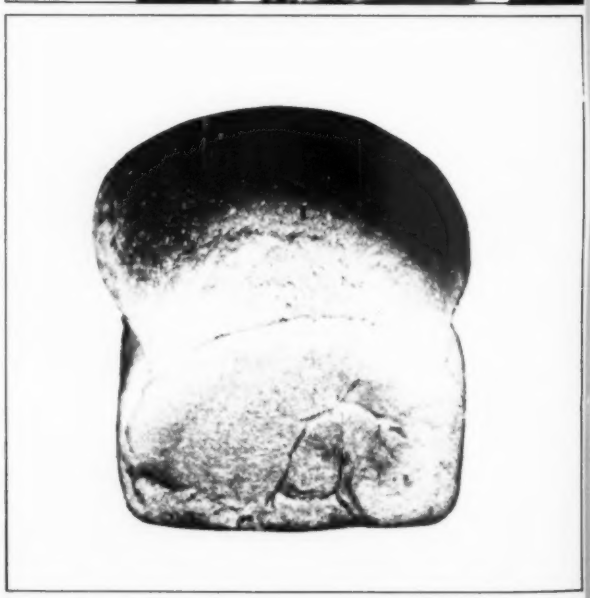
Drug Addiction and Jobs



Of all the things that might hinder a person's attempt to get a job, a history of drug addiction certainly is one of the most crippling. Many, if not most, drug addicts have criminal records. Usually, possession of drugs is in itself a crime. And the need for money to buy drugs drives many addicts to other criminal acts.

Virtually the entire work force of the Pioneer Messenger Service is composed of addicts. That this is so, of course, is not a coincidence. Pioneer, which operates in New York City, is an experimental project funded by the Manpower Administration to test a new approach to helping addicts and ex-offenders. It was established primarily to see if operation of a subsidized business that hires such people would be a less expensive way to deal with their problems than paying them welfare or confining them in publicly supported institutions, the alternatives so often faced by drug users.

For Pioneer the answer to that question has been, "Yes." The subsidy per man-year now required by Pioneer is below the cost of welfare or institutional care. Pioneer also has discovered that a number of the addicts it hires can make it in the regular job market. Some who have moved on now earn $8,000-$10,000 a year.

One of the most interesting lessons learned by the Pioneer staff is not to assume that addicts want—or will even tolerate—regular, mandatory counseling. Such counseling was part of the original project design. It didn't work, mainly because the addicts were convinced they did not need it, at least on the basis it was being offered. And, as explained beginning on page 15 in *Delivering Jobs to Drug Addicts,* they proved to be right.

Ellis Rottman

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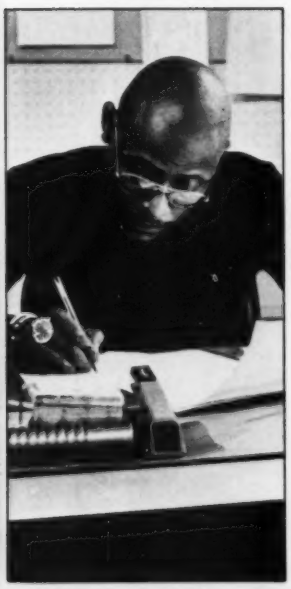

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COVER: Richard Mathews, Arts and Graphics Division, U.S. Department of Labor.

Ellis Rottman, *editor*
Emil Michael Aun, *associate editor*
Patricia Marshall, *assistant editor*
Richard Mathews, *art director*

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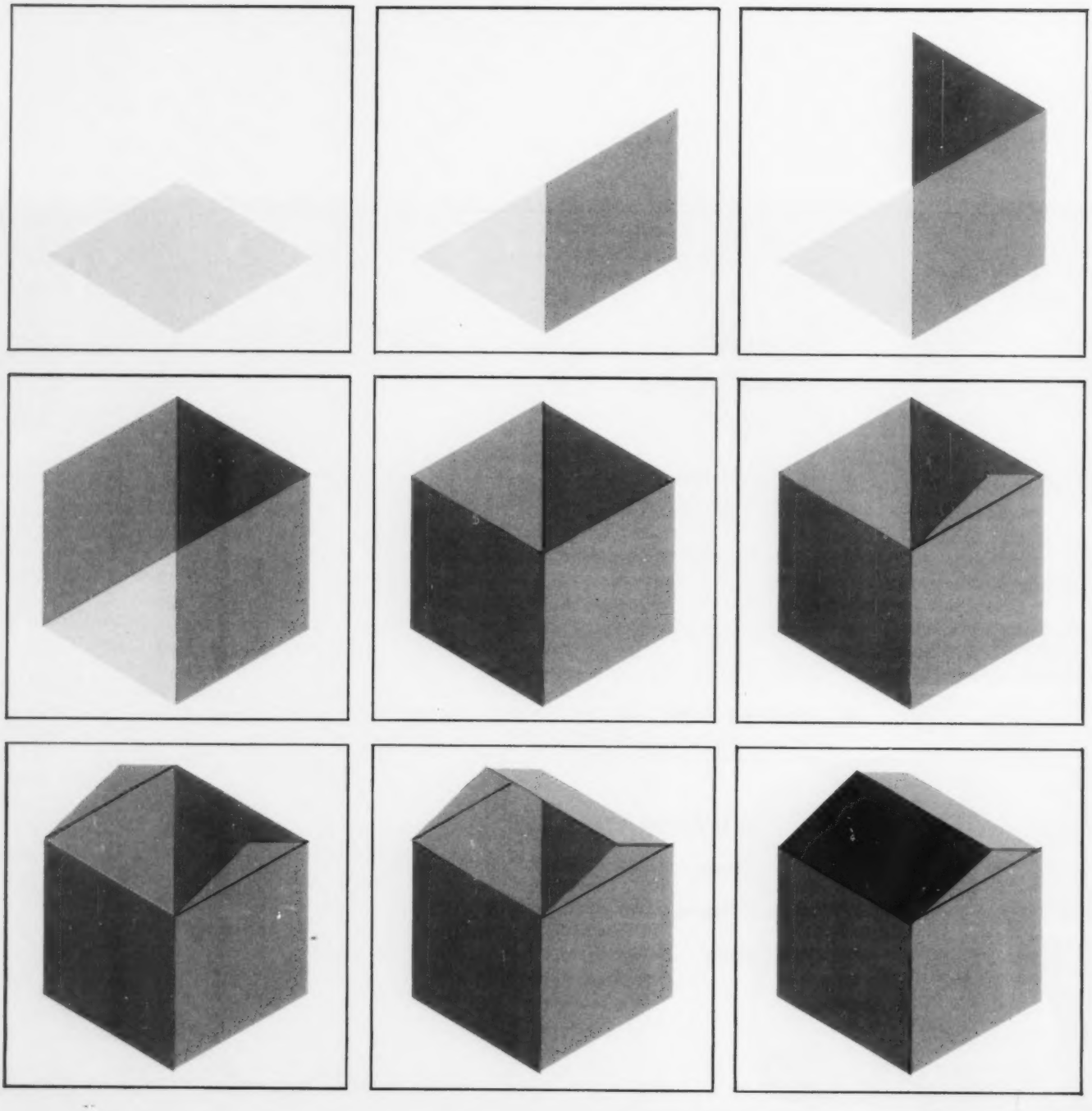
From The Ground Up



Schools Use a Variety of New Approaches to Build Future Construction Craftsmen

While most of their classmates sit at desks and study textbooks in heated, well-lighted schoolrooms, some 200 high school students in Fairfax County, Va., learn to put up with dark skies, rain, wind, and freezing weather when they study. These students are learning skilled trades—carpentry, masonry, air-conditioning and heating, and electrical work—by constructing a large, split-level house to be sold for about $60,000.

In the business world, such enterprises seldom can afford to wait on the weather. Since the school program is designed to teach youth how to make a living in construction, it requires them to get the job done despite the elements, Bernard Blanke, house project coordinator, said recently.

"This is completely different from a sterile classroom situation," he said. "When it's 30 degrees outside, it's real. That's life in the building trades. We can't heat up the outdoors, and we can't dry the land out when it rains."

Around Blanke, students sank ankle deep in mud as they hauled lumber to the building site. Others installed electrical wiring, their ungloved hands exposed to a sharp wind sweeping through the house framework. Nevertheless, the program has great appeal for high school students. Since it began a year ago last fall, the school system's enrollments in building trades classes have doubled.

In years past, Fairfax County did all building trades training in regular vocational shop classes. Both Blanke and Louis Godla, county director of vocational education, now speak disparagingly of this method. It limited neophyte masons, for example, to the use of used brick or block held together with a soft mixture of sand and lime that contained no cement. Once a wall was up it had to come down—a process which was repeated many times. Godla says students disliked this artificial approach after they gained the basic skills. Usually it resulted in a negative attitude and in students laying less and less brick.

Today, with building trades taught in a more realistic manner, student interest is high enough to tolerate brief, introductory study in school shops before an assignment in construction of the house. Student home builders spend half a day in English, math, and other regular classes at their own high school and then are bussed to the house to work for the rest of the day.

Legislation Spurred Growth

All over the United States students are building or remodeling houses under school supervision. Ohio schools were among the first to adopt this approach; a few of them have held carpentry classes on construction sites for at least 20 years. However, much of the growth in school construction programs across the country has taken place since the sixties, when Federal legislation to update vocational education made grants available to build area vocational education facilities. Large area vocational schools now dot our landscape and have the student bodies, equipment, and faculty which help make undertakings like house construction feasible.

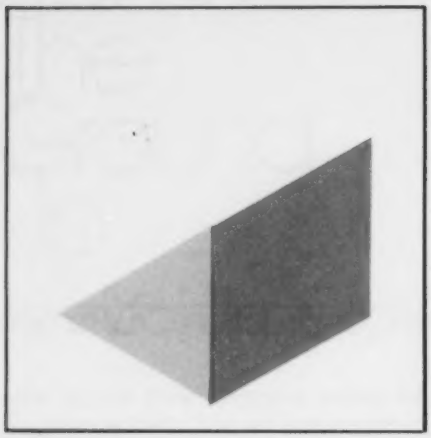
Today, nearly all high school carpentry classes in Ohio are doing home construction, and a few schools in the State are using such projects to teach other building trades as well. In Texas, where the State requires a wide range of training for all building trades classes, more than 140 house construction programs are in full swing. Tennessee has about 80 student programs, some serving only carpentry students and others drawing on the talents of all vocational students, whether they are taking drafting, horticulture, or heating and air-conditioning.

In Pennsylvania, a local school district and a nonprofit, church-sponsored organization are teamed together for a double purpose—to train retarded youth in the building trades and to turn out housing for low-income families. Some schools in California, Florida, and a number of other States also tie their building trades instruction to homebuilding.

When schools get into the building business, they do not compete with tradesmen and businessmen in the construction field, educators say. School production of housing is low and slow because the schools' primary aim is teaching.

It takes considerable time to learn a building trade, Blanke pointed out. In his opinion, it is not until a worker hammers home something like his 15,000th nail that he achieves the balanced, coordinated arm action of a skilled carpenter. Before a student reaches this mark, he is likely to place many nails badly. "If a job is not done right in our classes, we do it again," Blanke said. This policy applies to all aspects of construction from placement of roof trusses to the proper use of tools and other equipment.

The four bedroom, three bathroom house in Fairfax County, now under roof and scheduled for completion and sale this spring, "probably is overbuilt," Blanke admits. He thinks whoever purchases this home will get a good buy. Among features not standard in nearby housing will be a full spectrum of electrical wiring, including garden lights and an intercommunications system. Again, the reason is rooted in the fact that the



purpose of the project is to teach trade skills. Because most students will have worked in only one house before they graduate, the school system is trying to give them the widest possible experience.

"We are dealing with day-to-day problems in construction that never showed up in the classroom," Blanke said. "To solve them, teachers learn new techniques from other teachers on the job, from our advisory committee members, and from the kids. This is what education is supposed to be—collective learning.

"Too often classroom teaching consists only of information that has been regurgitated for the past 10 years. That's why some of our students get turned off in the classroom and play hookey from school if no work is going on here. This house is the only reason they come to school."

Like many such programs, the one in Virginia takes in juniors and seniors and turns out motivated workers who readily find employment, according to Blanke. "While they are far from being fully trained craftsmen, they are productive and earn money for their employers from their first day on the job," he said. "Those with better skills will move up quickly."

Many Problems Persist

Oliver K. Schaer, the State of Washington's director of trade, industrial, and technical education, has commented that the purpose of such programs "is not to flood the building trades, but to get better qualified applicants for existing apprenticeable jobs." A few schools in Washington for a number of years have run student carpentry programs on real construction sites. However, a pilot program in the building and construction trades is now underway in half a dozen school districts "to learn if this is a desirable direction for us to go in vocational education elsewhere in the State," Schaer explained. Currently, he is somewhat concerned about whether such projects will offer enough in-depth instruction to turn out well-qualified youngsters, and he finds there are difficulties in using one instructor, even though versatile, to teach several trades.

Blanke does not make light of the problems to be overcome. Fortunately, the two instructors who are assigned to the home construction and who teach about 30 students at one time, have long and diversified trades experience.

Running the project is ten times harder than anything he ever experienced in industry, Blanke says. Coordination "is a nightmare." Students from all secondary schools in this sixteenth largest school system in the Nation can enter the program. Careful scheduling is required to gather them together, teach them, and return them to home schools. Work must be

Through the World of Construction course, junior high school students are introduced to the gamut of construction work and related fields from the traditional crafts to construction management and regional planning. A variety of teaching materials and techniques is used, including building specifications and drawings, simulations of topographic surveys, designs and models, educational games, and the tools of the construction trades.

Physically and mentally handicapped students from three Pennsylvania counties gain confidence and learn work skills as they rehabilitate or build houses for sale to low-income families.

done in proper sequence, with carpenters arriving after masons and the like, and care must be taken to avoid having too many students at the site at one time.

Adding to these problems is absenteeism caused by special school activities or vacations. Then, too, the amount of work students will do cannot be predicted with accuracy. Even when completed, a job may have to be torn down and a fresh start made. But Blanke believes the program has survived these problems and now is firmly established.

To date, Fairfax students have built a small residence on a public site in addition to the split-level house. By the time the house is done, plans are to have two more lots ready for house construction. All vocational services are involved in this program. Drafting students work on house plans, home economics classes decide on kitchen layouts and house color schemes, horticulture students plan and plant the grounds, business students type purchase orders and distributive education students are to market the house.

Financing for lot purchases, building materials, and the like is provided by the Fairfax County Vocational Education Foundation, Inc., a nonprofit corporation set up to advance the interests of vocational education in the county and to give the vocational program a direct tie to the community. The foundation solicits tax-deductible donations and draws upon the expertise outside the school system on behalf of vocational education. In addition to school personnel, the foundation's board of directors includes representatives of the local board of realtors; bankers', bar, and builders' associations; Chamber of Commerce; and the engineering, architectural, and accounting professions.

New Concept in Funding

County vocational education director Godla feels strongly that the nonprofit foundation idea is far more important to vocational education than the student building program alone.

"With this approach we could revolutionize the funding of vocational education for off school site programs," he said. "It offers people in the community a way to give money, materials, and their own talents to vocational education, and it gives us a revolving fund which will continue to finance these programs. The foundation budget will not terminate every July—we know the money will stay in vocational education."

Godla said the foundation board of directors, who are unpaid, are active and valuable participants in this program. For example, an architect works with drafting classes on house design. The technical director of the local builders' association keeps a sharp eye on the house construction. Lawyers, a public accountant, and businessmen helped set up the foundation's legal and financial machinery.

In about 4 years, the foundation may have accumulated a substantial amount of capital from private contributions and profits on house sales, Godla said. The funds will be used not only for house building projects but also to start other training programs. Among the possibilities is a small retail store to give students purchasing, warehousing, and merchandising experience.

In many respects, the Virginia program was modelled on one that began in 1968

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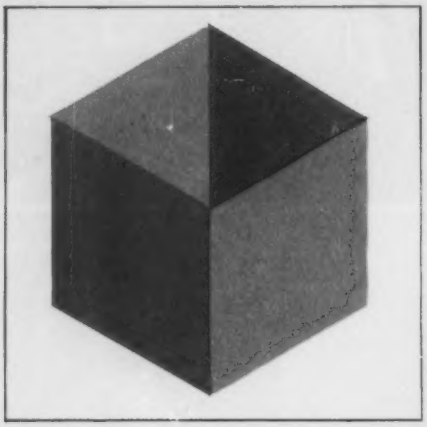


at the Area Vocational-Technical School in Bethlehem, Pa., which enrolls tenth through twelfth grade students from three school districts. But the Pennsylvania school did not go the foundation route for financing. It obtained all its initial funds from the school district.

"We presented the house construction proposal at a school board meeting and got approval the same night," Joseph Risbon, director of the school, recalled. "All we were asked to do was to keep the houses we built representative of the community."

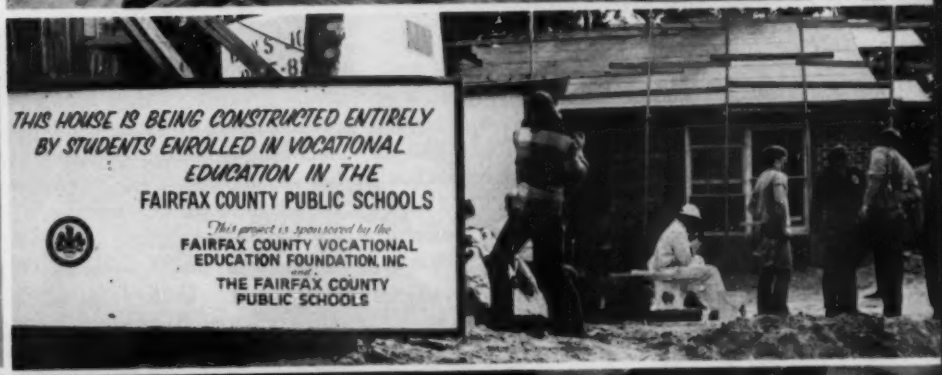
The Bethlehem school began building houses on land left over from a large parcel purchased in one district for the construction of new schools. At this site, now divided into 13 lots, the sixth and seventh student-built houses are going up. In addition, students are building a 1000-square-foot elementary school library. To run the program, a coordinator and seven teachers were brought in from the building trades.

Eleventh and twelfth grade students do the home construction after taking a year of shop classes at the area school. In all three years, students spend half a day on vocational pursuits and the other half in regular classes. Although building trades students do most of the work, the house projects also use the talents of those who are studying architectural drafting, horticulture, and commercial art (for advertising brochures).

The number of students doing home construction has jumped from 40 in the first year of the program to 200, Risbon said. But not all are working on school-sponsored projects; about 30 seniors are in a cooperative program and work for

Labor Dept. photos by Bruce Butler

Junior and senior high school students in Fairfax County, Va., are learning the building trades by putting up a large, split-level house.



THIS HOUSE IS BEING CONSTRUCTED ENTIRELY BY STUDENTS ENROLLED IN VOCATIONAL EDUCATION IN THE FAIRFAX COUNTY PUBLIC SCHOOLS

This project is sponsored by the FAIRFAX COUNTY VOCATIONAL EDUCATION FOUNDATION, INC. and THE FAIRFAX COUNTY PUBLIC SCHOOLS

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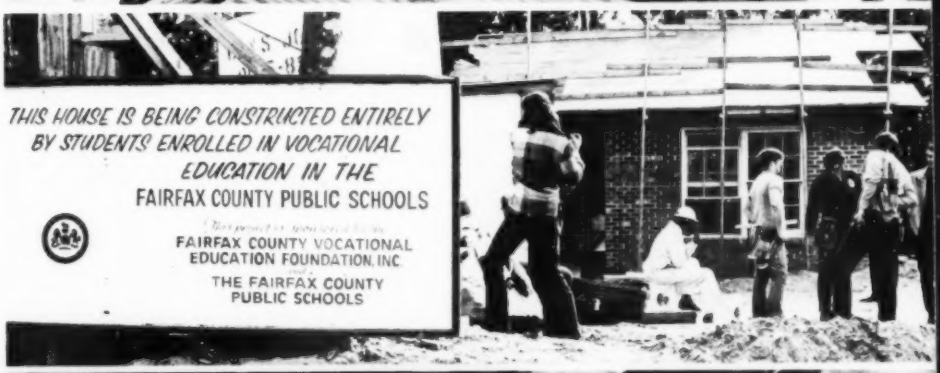

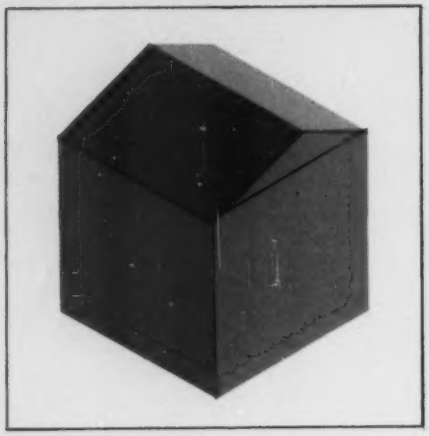

private employers from noon to 6 p.m. "Trades people are so eager to get our students that sometimes we have a hard time keeping them," Risbon said. For those who decide to go to work full time, the school offers classes three nights a week in which they can earn a high school diploma.

Homes built by students are all-electric and have radiant ceiling heat which is controlled in each room, stereophonic sound and intercommunication systems, rheostatic light controls, and central air conditioning. They have full basements, patios, fireplaces, insulated window glass, two-car garages, and many other features which place them in a quality housing class, Risbon said.

The first house, completed in 1968, sold for $38,100. Since then one house has been built a year and prices have risen, with the house completed last year selling for $50,100 in a sealed bid. The school system has averaged a profit per house of about $6,250.

Mentally Handicapped Trained

In Smock, Pa., on the opposite side of the State, there is a unique program which is training mentally handicapped young men on construction projects. The emphasis is on developing good work habits and attitudes as much as on preparing the students for work in the building trades.

The program began several years ago with renovation of buildings to be used for the school district's special education classes. Young men in the tenth through twelfth grades who were enrolled in these classes converted an old bus garage into a woodworking shop, an auto body shop, and a classroom. Later they renovated a 5-room house to be used for home management classes for young women in special education.

During construction, the students began to learn what the world of work is like and to develop some skills that would be useful to them in many different types of jobs, Alvin Sheetz, director of special education for the school district, said. "Most important, they gained confidence in themselves," Sheetz pointed out. "Lack of confidence is a crippling and common deficiency among slow learners. All their lives they have been made to feel that they cannot learn—that they are stupid and useless."

Once these projects were finished, the school district began looking about for similar work. About 2 years ago, it signed an agreement with a nonprofit organization, Concerned of Pennsylvania, which was set up to produce low-cost housing and is sponsored by churches, the Pennsylvania Department of Community Affairs, and the Appalachian Regional Commission. Under the Concerned-school district agreement, students in special education classes build or rehabilitate houses while Concerned acts as the financial agent. Both parties refer to the agreement as a "happy marriage because it is built on mutual dependence." Before this relationship, special education classes had run out of meaningful work, and Concerned of Pennsylvania was having trouble keeping the cost of the housing it produced within the reach of low-income families.

To date, students have renovated a 4-bedroom house which sold for $9,500. They now are putting up a new, prefabricated house which will sell for about $15,500. The 20 students in the construction program stay at the job site all day, but spend half their time in a trailer where they study regular school subjects. Construction tasks that require reading and mathematics act as a spur to classroom studies, Sheetz has found. "These students are eager to make a living," he said, "and they know this may be their last chance to learn how."

Apparently, they are learning. All eight of last year's graduates are employed—two in the building trades, and the rest in a variety of other jobs. Their pay ranges from $2.60 to $4.80 an hour. "In years past, we trained special education students for the welfare rolls," Sheetz said. "Now, with housing as a vehicle and with future employment our chief concern, we are teaching them to make a living."

While senior high school students across the Nation work on school-sponsored construction projects, thousands of junior high schoolers are learning about construction in Industrial Arts Curriculum Project (IACP) studies which were developed by the Ohio State University Research Foundation for the U.S. Office of Education. The IACP course takes two 2 years—one concentrates on the work world of construction, and the other on the world of manufacturing—and exposes students to every modern industrial process.

Development Took 6 Years

During the year of construction studies, students get a broad look at all phases of the construction industry and learn to take a project from conception to completion in the classroom. In practice sessions, they learn to select a site, buy real estate, choose a design, make estimates and bids, finance and build a project, and plan community services.

Development of the IACP courses took 6 years, cost $1.5 million, and drew heavily on the expertise of union labor and management in the construction industry. As part of the project development, Ohio State researchers prepared a textbook, teacher guide, and student laboratory manual; held teacher training workshops; and conducted field tests of the studies in 24 schools in six States. This year, with the development phase over, IACP studies are being used to teach more than 100,000 junior high school students.

Currently, the U.S. Office of Education is sponsoring the development by the Texas Education Agency of curriculum guidelines and resource manuals which are grouped under the headings of wood, metal, masonry, electrical, finishing, heavy equipment operations, and engineering and support services. According to Office of Education construction specialists, these instructional materials, soon to be completed, will focus upon giving students an in-depth exploration of careers in construction as well as providing them with a marketable skill or the basis for further technical training. □

BEER

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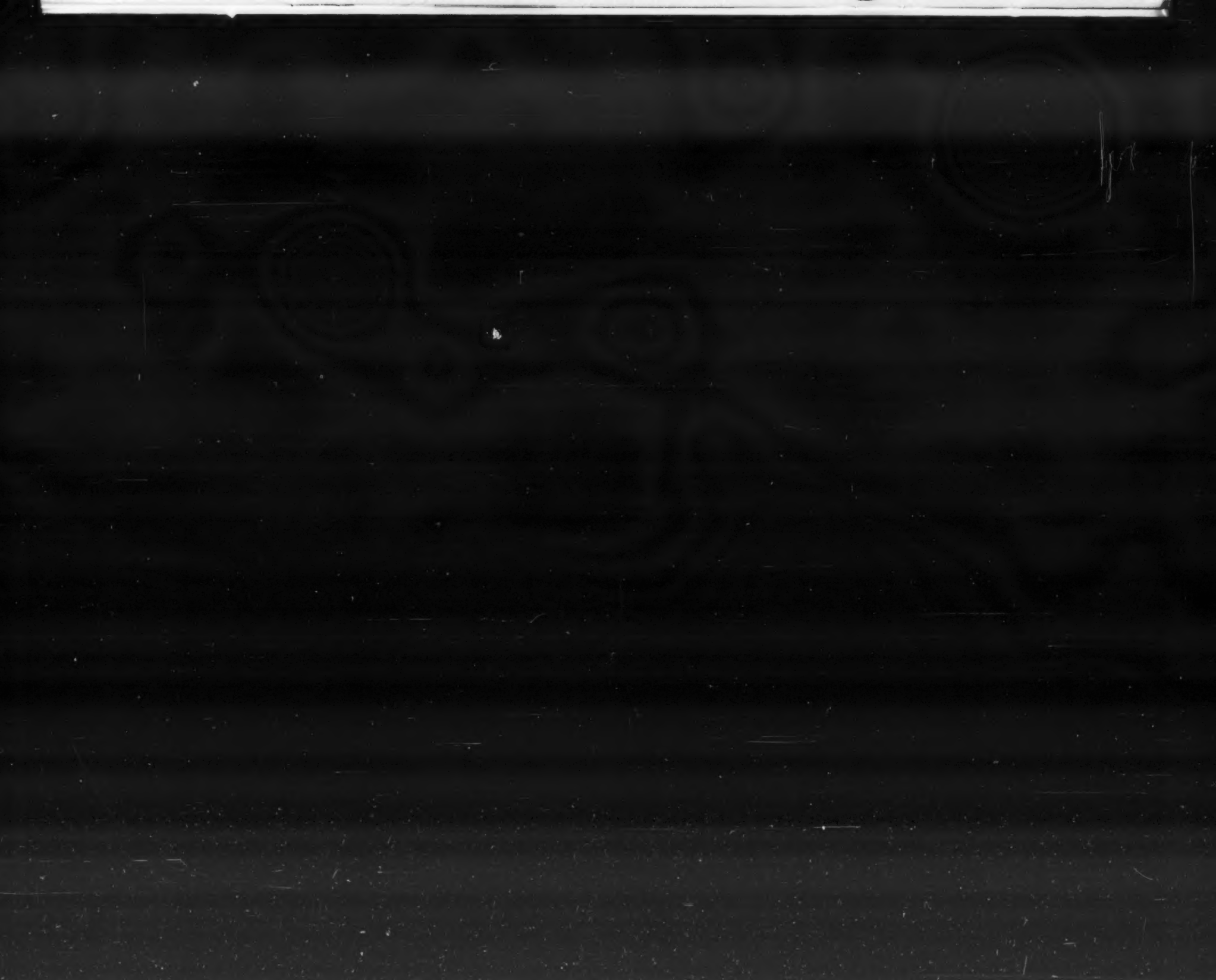

Help for the Woman Breadwinner

by Paul and Sandy DeVivo

Marketplace traditions which set some jobs aside as "women's work" and earmark most other jobs for men have a particularly invidious effect on families headed by women. Only too often women's jobs are low paid, low skilled, and dead end. An indication of the economic plight of families dependent on a woman breadwinner is the fact that their median income in 1971 was only about $5,100—less than half that of two-parent families.

Moreover, in recent years there has been a growing number of female-headed families with children, and this has greatly helped to lengthen welfare rolls.

In Chattanooga, a small experimental project is trying to increase both the job options and the pay of disadvantaged women who are heads of households in the Model Cities neighborhood. To reach these goals, the Female Job Placement Program (FEJOP) attempts to change the perceptions of its enrollees about the kinds of

Dr. DeVivo is assistant professor in counseling and educational psychology at the University of Tennessee at Chattanooga and consultant to the FEJOP program. Mrs. DeVivo has been a group leader in FEJOP's psychomotivational training.

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work they can do. Then the women are placed in male-oriented occupations that pay higher wages than the jobs they customarily seek.

The program sets out to place its enrollees in jobs paying at least $2.00 an hour. Actually, the pay of those who have been placed averages $2.25 an hour with a range from $1.65 to $3.09 an hour.

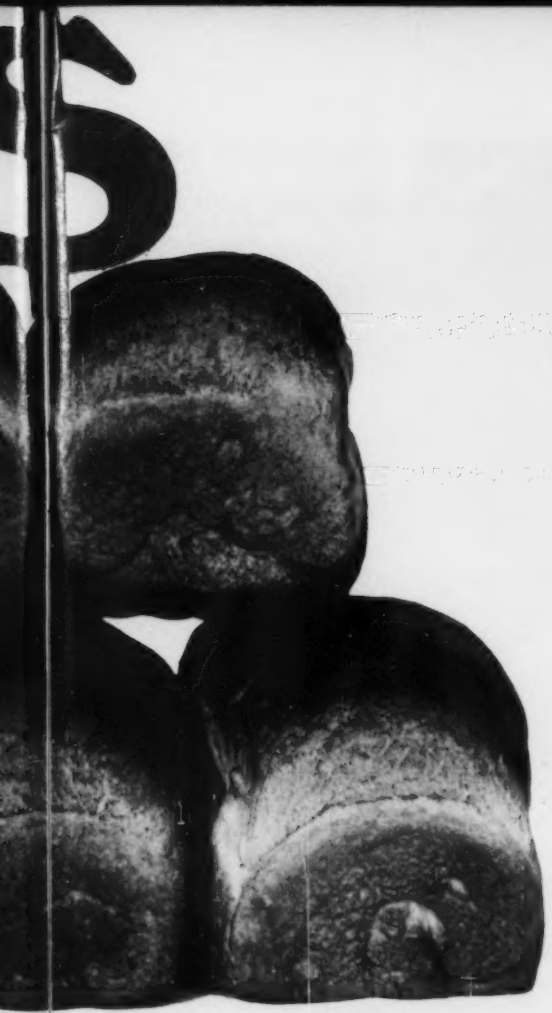
Thanks to FEJOP, women who never before considered the possibility of making a living as a fork-lift truck operator, spray painter, or welder now do such work. The roster of other jobs filled by program graduates includes carpet and rug inspector, bench press operator, metal plate polisher, wood turning lathe operator, dyehouse worker, furniture upholsterer, machine operator, and assembler. For the most part, jobs women get through FEJOP are industrial and located in medium- to small-scale plants.

FEJOP was born 18 months ago, after Alvin Blumberg, executive director of the Chattanooga Concentrated Employment Program (CEP), suggested to Model Cities officials that they fund an innovative program aimed at the employment of women heads of families. The Model Cities area in Chattanooga is part of the target area for CEP, a Manpower Administration-funded effort to make available under one sponsor a variety of manpower and supportive services in poverty neighborhoods. In the Model Cities area there are 4,000 heads of households—38 percent of them women. Blumberg had been trying to find solutions to the special problems of these breadwinners ever since the CEP opened its doors in 1968.

"Most women who came to us were looking for jobs as sales clerks or secretaries," Blumberg says. "Previously, many worked as maids and they felt that white-collar jobs had status. But Chattanooga is a heavy industry city and has limited opportunities in historically female occupations. There were other problems as well. Test scores, even for high school graduates, were extremely low in arithmetic and problem solving, and only slightly higher in vocabulary and reading. For many of the women, test results indicated that placement in secretarial jobs would be difficult or impossible.

"What we needed at CEP, and did not have, was a program for women that went beyond the standard work orientation, supportive services, training, and job placements. We needed to do intensive job development with employers so that they would be willing to hire women for industrial jobs which have been considered largely male occupations. But we also had to help women reassess themselves in terms of occupations. We had to find a way to convince the ladies that going into industrial work is the road they should travel to get off welfare and improve their lot in life. That's where the money is."

In response to Blumberg's proposal, Model Cities agreed to fund the project now known as FEJOP, with CEP to be in charge of its administration. Model Cities monies received by FEJOP, beginning with the start of the effort in the summer of 1971, will total approximately $295,712 by the end of June. By late last fall, 128 women had come into the program. All but two were black, 70 percent were on welfare, and many were supporting families with four or five children. By the same date, FEJOP had placed 70



enrollees in jobs. Other women still were in prejob stages at FEJOP, and some 20 had dropped out prior to job entry.

Most FEJOP candidates are walk-ins who come in response to radio announcements or who learn of the program from friends. CEP interviews and screens them to make certain that program criteria (female head of household, disadvantaged according to U.S. Department of Labor guidelines, Model neighborhood resident, 18 years of age or older) are met. Home visits and physical examinations also take place before the final selection of candidates, which is made by the entire FEJOP team—a project coordinator, counselor, coach, and clerk-typist.

FEJOP starts off with a week of general orientation, followed by 2 weeks of work sampling, 3 weeks of psychomotivational training, and 6 weeks of prevocational training. Women failing to meet program standards can begin again. Participants get a weekly stipend of $40 for the first 6 weeks, and are paid $1.60 an hour in the second half of the program. At the end of 12 weeks, they go to work for Chattanooga employers either as regular employees or as on-the-job trainees. Those who are trainees receive regular wages from their employer, who is reimbursed for training costs in an amount that may be up to 50 percent of a woman's salary for the first 12 weeks. Of the 70 persons placed in jobs by last fall, 23 had their training costs covered in this way.

The unique aspect of this womanpower program is in the 3 weeks of psychomotivational training. Aimed at changing the women enrollees' ways of thinking and feeling about themselves in relation to jobs, the unit is built around the achievement motivation program developed by Dr. Billy B. Sharp, a consulting psychologist with Combined Insurance Company of America, whose work is published by the W. Clement and Jessie V. Stone Foundation of Chicago.

Dr. Sharp's achievement motivation program is built on the belief that everyone has solid strengths which may be unidentified and unused, goals and objectives which are meaningful to him, and the capacity and desire to change and grow. In achievement motivation, positive factors are stressed. Rather than explore the negative aspects of the past, participants are helped to recognize and act on the causes of failure and to adopt measures that have led others to succeed.

During the 3-week psychomotivational period at FEJOP, groups of five to seven enrollees meet with a leader who has had psychological training. Emphasis is on developing positive self-concepts by examination of personal successes and strengths. Sharing this knowledge in a group is a beginning toward "feeling good about one's self" in a new work situation, and it encourages and reinforces personal exploration and constructive change.

The group sessions also use Dr. Sharp's Value Auction Technique. Each participant is given a symbolic sum of $2,000, which she uses to bid on various items representing such values as love, honesty, justice, religion, morality, skill, independence, loyalty, beauty, emotional well-being, health, wealth, and power. For example, the item, "The ability to work on a job of one's choice and set one's own working conditions," represents the value of autonomy or independence. The purpose of this exercise is to help the women

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delineate their values and to assess their goals in terms of such values rather than by past experiences or by traditions that have governed the employment of women.

The next phase of psychomotivational training adds the dimension of conflict. According to Dr. Sharp, "Values are always involved to a greater or lesser degree in conflict situations, and it is only when the individual faces conflicting alternatives that he or she may assess the relative importance of those values." Each woman examines her past and present conflicts to see how these might be resolved if she put her strengths and values to work. Action is the key, she learns, if she is to become what she wants to be. The enrollee then starts to build strong and healthy self-concepts and realistic and wholesome interpersonal relationships.

In addition, this phase of training emphasizes good work habits and attitudes, including promptness, good attendance, compliance with company rules and regulations, and proper dress.

The psychomotivational phase also prepares the women through role-playing and psychodrama techniques to deal with any prejudice they may encounter on male-oriented jobs, and it helps them build self-assurance in sessions on beauty aids, grooming, and personal hygiene.

Backing up the psychomotivational training is an array of CEP procedures

Auto repair, operating a lathe, and running a fork lift are some of the traditionally male oriented jobs that women heads of families in Chattanooga are being trained for through the experimental Female Job Placement Program.

developed to ready the disadvantaged for work and to locate jobs for them. Since FEJOP is toppling labor market traditions, job development has been an important feature of the program. Fortunately for the program, Chattanooga has a tight labor market and employers there are well acquainted with CEP. Once they accepted the idea of hiring women in male-oriented jobs, and after successful experience with a few FEJOP graduates, employers began coming to CEP with good jobs for women.

Women starting into FEJOP find that they can get most of their training under one roof. The Chattanooga CEP is quartered in a 50,000-square-foot fieldhouse and has its orientation services, work sampling, and much of its prejob preparation at this location.

During FEJOP orientation, women learn job interview techniques, social security procedures, and budgeting. They also are introduced to some of the work situations they will meet in industry. During this period, they take the Adult Basic Learning Examination (ABLE), which is administered by the Tennessee Department of Employment Security. This battery of tests, developed to determine the general educational level of adults who have not completed a formal eighth grade education, measures achievement in vocabulary, reading, spelling, and arithmetic. Intensive counseling and coaching

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continued

are begun to evaluate enrollee potential and to help the women begin assessing their abilities and interests.

Supportive services needed to keep women in the program are brought into play. These include money for emergency assistance to pay for food before the first stipend is received, to pay for transportation to a job before the first payday rolls around, and the like. Day care is provided without charge during a woman's stay in FEJOP and for the first 90 days on the job. This service, obtained from the Chattanooga Association of Day Care Agencies (CADCA), goes around the clock to accompany the needs of women working on various shifts. In addition to day care (or night care, as the case may be), CADCA offers counseling and child care and homemaking information to every enrollee.

During work sampling, the second stage of FEJOP training, women take a battery of 28 skill tests developed by the Jewish Employment and Vocational Service. The tests place increasing demands on a worker as she proceeds through the various samples, starting with the simple counting of nuts and bolts and sorting tasks to disassembly and reassembly of a complicated door lock mechanism. These tasks are performed under time-clock pressures, and evaluators grade the worker at each step. The door lock test, for example, provides an opportunity to grade a worker on ability to perceive spatial relationships, hand coordination, finger dexterity, and frustration level.

On completion of work sampling, each woman receives grades on her adjustment to industrial routine, punctuality, skill potentials, working relations with other workers, and reaction to supervision. Along with reports from psychomotivation group leaders and FEJOP team members, the work sampling evaluation is an important factor in job placement.

FEJOP's followup on women who have quit or been fired from their jobs shows that a major factor in these failures was inadequate physical conditioning for male-oriented jobs. As a result, a physical conditioning program was started. Women in the program now spend 30 minutes a day doing exercises to strengthen muscles which will be used in the work they are about to enter. As soon as arrangements with a local boys' club are completed, the women will spend two afternoons a week at the club where they will jog, play volleyball, and get additional exercise.

In prejob training at CEP's quarters, women can learn the basics of welding, machine operation, automobile and small engine repair, building maintenance, and tool technology. Under the same roof, they can obtain remedial education in mathematics and communications skills, prepare for a General Educational Development (GED) test to obtain the equivalent of a high school diploma, or get ready to take a driver's test. Any time a woman has real or potential problems which might hinder job success, the problems are dealt with in groups or in one-to-one counseling sessions with psychomotivational leaders or the FEJOP counselor.

In recent months, followup on employed women has increased, particularly during their first 30 days at work. Job developers keep in close touch with employers to get constant feedback on the women's performance. All information they turn up goes back to the FEJOP team, which takes appropriate action. Often, one visit with the worker can eliminate a serious problem and a termination which may be in the offing.

The FEJOP approach has taken hold in Chattanooga. Model Cities is including a program continuation in proposals to the U.S. Department of Housing and Urban Development for its next "action year." Moreover, the Chattanooga CEP has begun a companion program in which it is enrolling about 14 women every 6 weeks. Unlike FEJOP, this program takes in women living outside the Model Cities neighborhood (they must, of course, be residents of CEP's target area), and requires that all participants be welfare recipients. □

Delivering Jobs to Drug Addicts

Messengers Earn While They Learn the Life Style of Work

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That's what the Pioneer Messenger Service in New York City has done in its efforts to learn how to rehabilitate drug addicts.

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productivity, drinking, and other signs of the messengers' inability to cope with everyday living would increase. Instead these signs decreased.

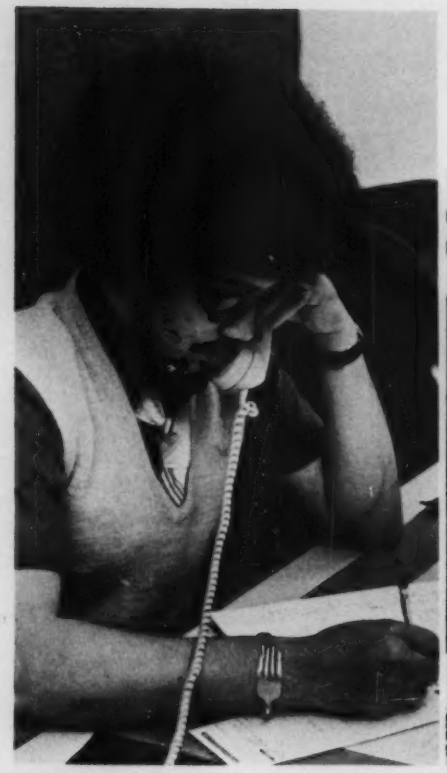
That does not mean that counseling is necessarily bad, says Gary Walker, who was project director the first 2 years. In fact, counseling still is done on a voluntary basis.

"To the participant, 'mandatory' meant that he was being tied to his past, regardless of his present intention and actions," Walker explained in a recent report to the Manpower Administration. "He was not being allowed to succeed or fail on his own, and in that milieu it is difficult for the motivation to succeed to breed successfully.

"Thus it was not the counseling per se which caused the tension. It was the clash of forced counseling, which assumed abnormality and incapability, with a commercial business environment which assumed—indeed required—a high degree of normality and capability. Both sets of assumption were perhaps reasonable in their own context, but co-exist they could not."

Pioneer was funded in January 1971 by the Manpower Administration as a research and development project to uncover just such lessons as these. The Pioneer Messenger Service Supported Employment Project—its official title—is operated by the Vera Institute of Justice, a nonprofit organization which conducts experimental programs in the criminal justice field. Pioneer is experimenting with development of a new model: A rehabilitation project, run as a business, whose level of subsidy can be lower than the cost of providing full support through welfare payments or institutionalization.

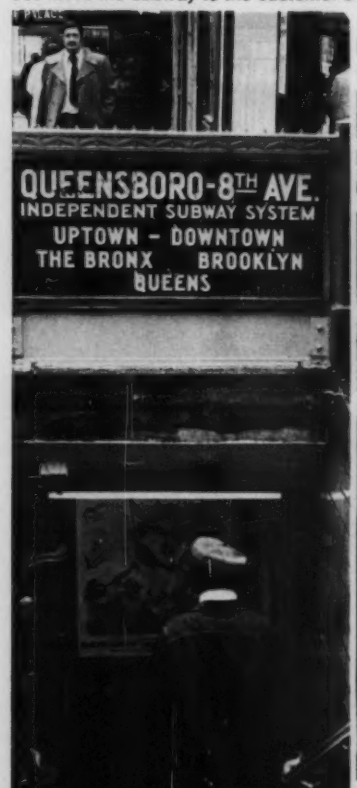
Pioneer is working with individuals considered "unemployable" because of their poor work histories and backgrounds of drug addiction or incarceration. This project is

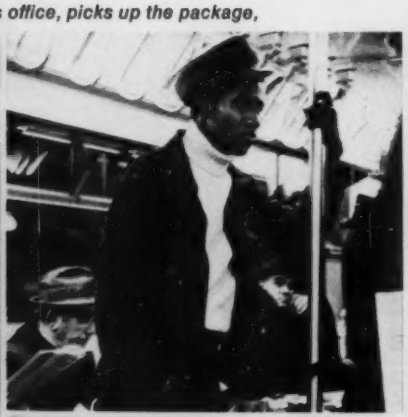


Message delivery Pioneer style: Warren Howell takes down a customer's request for service and

• • • turns it over to head dispatcher Felix Martinez, who s the available messengers.

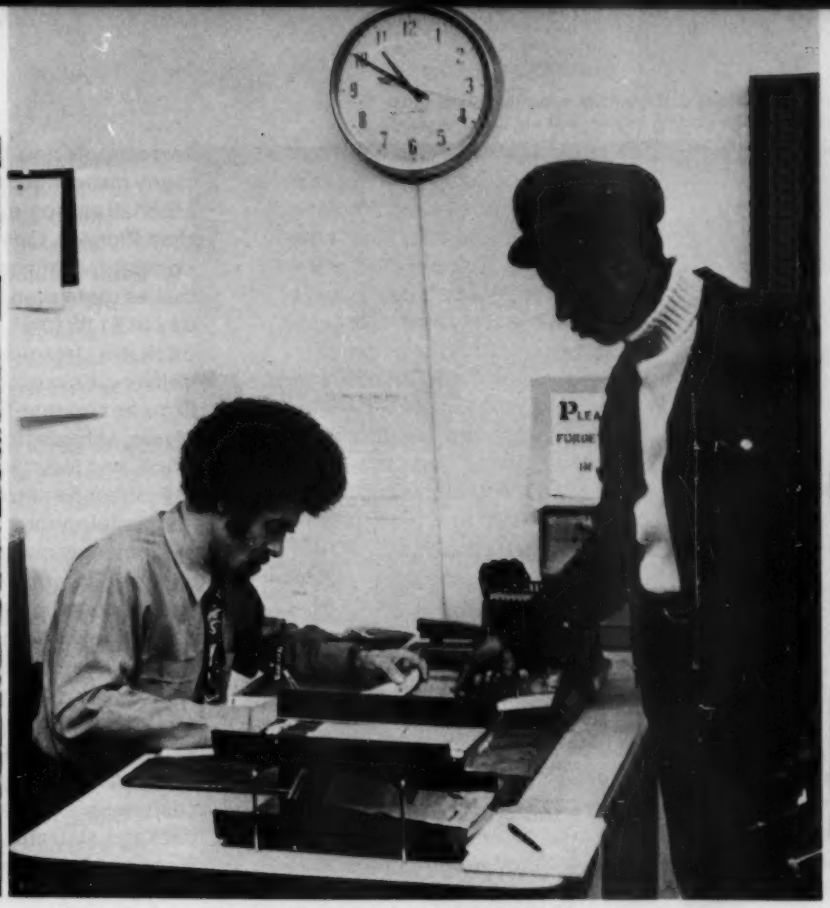
• • • takes the subway to the customer's office, picks up the package,





• • • delivers it on foot be

, who selects Michael Stroman from



Stroman gets subway tokens from ticket manager Robert Hattley,

••• punches out,

n foot because it is a short trip,

••• obtains a receipt,

••• and punches in at Pioneer a little more than an hour after he left.

designed to attack two obstacles to successful rehabilitation of these people. The first is their difficulty in finding steady work. The second is the high cost of rehabilitation, which Pioneer overcomes by the fees it collects from customers.

Enrollees receive support services such as medical and psychiatric referrals, and housing, financial, and legal aid. A social and recreational program brings them together for movies, sports, and group breakfasts and dinners. But the emphasis is on work, on doing the job properly.

Pioneer began actual operations in March 1971. Its performance so far has been impressive. By December 1972, the messengers had made 80,000 deliveries in Manhattan with the loss of only two packages. The project has enrolled a total of 111 men. Of these, 30 have quit or been fired. Of the remaining 81, 23 have been placed in better jobs outside the messenger project, 11 have been promoted to supervisory slots in Pioneer or its new grocery delivery service, 40 are doing messenger work, and seven are delivering groceries.

The typical Pioneer recruit is a 29-year-old black male with a ninth grade education, on welfare, and receiving methadone maintenance for drug addiction. He was first hooked at 18, was medically treated for addiction at least twice, and became readdicted at least five times. He was arrested seven times, convicted three, and spent from 3 to 10 years in prison. He held various menial jobs, only one of which lasted as long as 9 months.

One man who comes closest to fitting this profile has also been one of the most successful participants. He is George Epps, 29, now director of the messenger service, thanks to the project's promote-from-within policy.

Epps dropped out of school in the 10th grade, started experimenting with drugs at 18, got hooked on heroin and found he couldn't support his habit by the kind of casual labor jobs available—handyman, truck loader. "I started stealing," he said. "I couldn't get it by working. Too expensive. It was wierd, wierd. When I look back, I can't believe it myself." Convicted of robbery in 1963, he served 7 years at a New York State prison.

"I had a long time to think when I was incarcerated," Epps said. He got off drugs and completed his high school education. Upon his release 2 years ago, his first priority was a steady job. "The longest I'd ever worked anywhere before was 6 or 7 months."

He applied for an opening as an installer for the telephone company. "I got the highest marks of anyone taking the entrance test, but I had to lie about my record," he said. "Then they looked up my background and found out about the robbery and drugs, so they wouldn't hire me." About a year later, after short stints in a shellac factory and a mechanic's training program, he heard about Pioneer from a friend.

"The project hadn't started yet, so I was in on the beginning, helping to make the plans," Epps said. "Normally everyone starts as a messenger, but at first we also needed order-takers and a dispatcher so I got accepted as a dispatcher trainee, and they sent me to another messenger service to be trained for 3 months."

He worked hard, established a reputation for efficiency and reliability, and a year ago was made director of messenger operations.

His salary is $11,000 a year, and he attends Brooklyn College 2 nights a week. He wants a sociology degree, "but I don't want social work. I prefer involvement in community work, maybe running a project like this for Vera."

Epps emphasizes that Pioneer must provide good service to its customers. "When we started, a lot of people used us out of sympathy," he said. But only good performance keeps old customers and attracts new ones. There are many messenger services in Manhattan, some with lower prices than Pioneer. Operating in this competitive atmosphere, Pioneer makes more than 200 deliveries a day at $1.85 to $4.15 for each package, depending on distance of delivery. Its customers include such firms as Colgate-Palmolive, Bristol-Myers, Manufacturers-Hanover Trust, and Newsweek.

Pioneer has three order-takers to handle telephone calls from customers requesting delivery service. Orders are passed to the head dispatcher, who summons one of the messengers, most of whom relax between runs in two small social rooms that are equipped with stereo, books, a kitchen, and barbells for exercise. The messenger goes to the customers's office, picks up the package, delivers it, and returns to Pioneer. Messengers travel on foot or by subway, depending on how far they have to go, and they punch a time clock when they leave for and return from every delivery.

Pioneer's financial record has improved steadily. In its first year, it required a subsidy from the Manpower Administration of $7,000 per man per year; in 1972 this came down to around $3,500; and if funded in 1973, the third and final year of Manpower Administration funding, it is expected to be $2,000.

There is little hope, however, that Pioneer will ever break even. Although it is modeled along commercial lines, Pioneer is basically a rehabilitation effort and cannot practice the economies normal to its competitors. The project cannot, for example, lay off employees when business is slow. And most Pioneer messengers make seven or eight deliveries a day compared with 10 or 12 by messengers for competing companies. Pioneer does this deliberately to ease the pressure on men struggling to overcome drug addiction and to adjust to the disciplines of work. As a

precaution, most messenger are required to report back to the office between deliveries, a time-consuming and costly process.

"They need this structured work environment," said Walker. "We can't let them roam the streets and depend on them to call us between deliveries to get further assignments."

Pioneer's eight most trusted and experienced messengers do not have to return to the office after each delivery. They carry tiny electronic beepers which signal them when to telephone in to get another assignment. Between assignments they may do what they like. "It's a good motivational, promotional device," said Walker. "Everyone wants to be one of the eight."

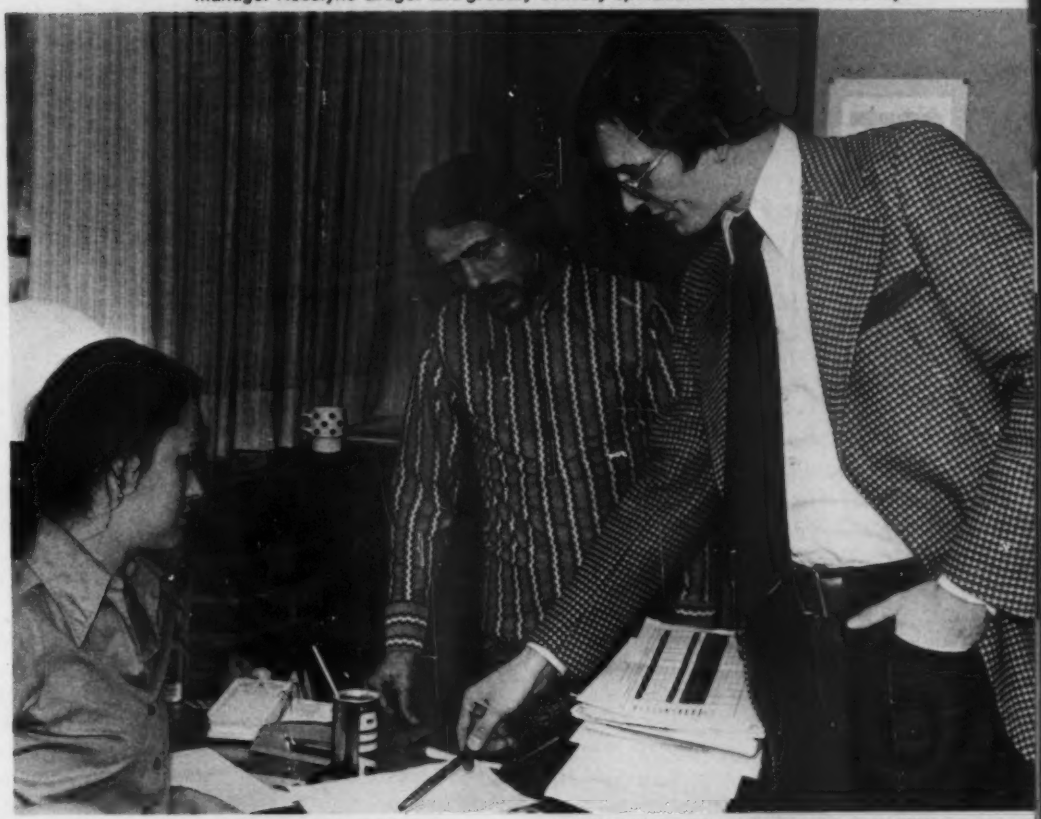
Pioneer also differs from its competitors in that it can't afford to fire people as readily as they do. Pioneer's messengers are being taught the life style of work, which requires promptness, dependability, and other regular habits they are not used to.

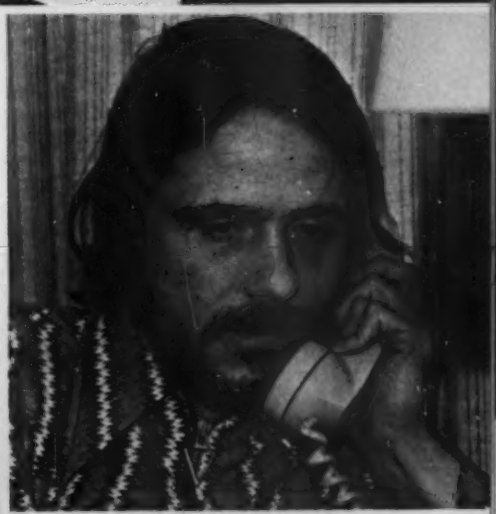
Malefactors are disciplined in careful steps. The first time a man becomes a problem, he is warned; the second, he has a counseling session with the top staff; the third, his salary is lowered; the fourth, he is suspended for a week; the fifth, his suspension lasts 2 weeks; the sixth, he is fired.

Drugs and alcohol are another matter. "We can't fool around," said Walker, a 28-year-old former Wall Street lawyer. "We caught one man upstairs with marijuana. There were no steps. We fired him on the spot."

As a system of positive incentives, messengers who perform well are rewarded. Most participants are recruited from local methadone clinics. They start as $80-a-week temporaries, are given a couple of days of orientation, and are sent out on deliveries with trusted veteran messengers. If they do well, they are made permanent employees after 2 weeks and raised to $85. With continued good

New project director Michael Stap (right) goes over some paperwork with office manager Roselyne Gregor and grocery delivery operations director James Duffey.





Grocery delivery operations director James Duffey: "All my life I've had people responsible for me and now I'm responsible for other people."

George Epps got in on the ground floor of the project, started as a dispatcher trainee, and now is director of messenger operations.

Delivering Jobs

performance they can progress to $105 a week.

The best performers move up in the organization, as Epps did, or move outside to better jobs, with Pioneer's help. One 37-year-old man with a long history of addiction and incarcerations spent 18 months in the project and is now a $150-a-week insurance broker trainee. Another former messenger is a counselor at a private methadone clinic earning $8,700 a year, and two others are $9,000-a-year supervisors in New York's off-track betting organization.

Not all, of course, can be expected to do so well. Some—estimates run from 10 to 20 percent—may never be fit for outside employment.

At the outset, the project tried to help alcholics, but that effort has been abandoned. Of the six alcoholics Pioneer hired, only one is left. The rest were fired or dropped out. A messenger's job apparently is not right for alcoholics; they go past too many bars in the course of their work. Addicts, on the other hand, have to hunt a fix and this prolonged absence would alert the Pioneer staff. Also, methadone dulls the appetite for heroin. And as a final precaution, the clinics to which the messengers report for their methadone perform regular urinalyses to see if they're back on hard drugs.

Although almost all Pioneer recruits are black and ex-addicts, there are exceptions. The most notable is 31-year-old James Duffey, director of Pioneer's new grocery delivery service operations. In a dozen or so years before he came to New York in 1971, Duffey spent as much time incarcerated as he did outside. "I went right up the line, from orphanage to reform school 'till I graduated to prison," he said. His offenses included car theft, burglary, and mail theft. Duffey finally realized the penalties were grossly disproportionate to the returns.

After arriving in New York he joined the Fortune Society, a group of ex-convicts organized to help each other find jobs and housing, where he heard about Pioneer. Because he had picked up some knowledge of accounting in a Federal prison, he applied to Pioneer for a job as a bookkeeper. All Pioneer had was a messenger's job, and the staff was reluctant to hire him, since he was neither a high school dropout nor a former addict.

"I needed that job desperately," Duffey says. "I begged." He was hired in July 1971 and when a bookkeeper's assistant job came open in October, he applied for it and got it. In addition to his regular duties he filled in taking orders and delivering messages when anyone was absent. He was promoted to administrative assistant to the project director in July 1972. In November he became director of the grocery delivery service created a few months earlier and now has 10 men working under him serving three stores. These men make nearly 1,200 deliveries a week by bike and pushcart. His salary is $9,500 a year.

"I'm respected for a change, not running," Duffey said. "All my life I've had people responsible for me and now I'm responsible for other people.

"I felt like an outsider here at first, being white and not addicted," he said. "These guys razzed me for my hillbilly accent (he grew up in Kentucky). Last summer I organized a bike ride, though, and pretty soon we were friends. They've come to accept me. Most of them are married and I'm alone here, so at Thanksgiving I got seven offers for dinner. We're a close-knit group."

This close-knittedness is a crucial ingredient in the project. Every man knows every other man is like him, an ex-addict or an ex-offender, or both. Only the new project director, Michael Stap, a former market researcher, and three other members of the staff of 12 fall into neither category.

Participants have a strong sense of responsibility. More customers are continually needed and the messengers know the sales job rests largely on their own shoulders—indirectly through giving courteous service and directly by actively soliciting business. "You ought to see them celebrate when one of them lands a new account," said Duffey.

Each participant knows where he stands at all times. He is given a weekly sheet evaluating his work, including his attendance record and the income he has produced.

"We tell a man, this may be all that's available because you have no skills but it's a start and even a messenger's job, if it's done well, has dignity," said Walker. "You can behave like a professional and we'll treat you like one. It works."

Walker's claim that "it works" is borne out by the project's steadily rising income. It leaped from $77,000 in 1971 to $210,000 last year. Income now exceeds the cost of messenger salaries, but it is not sufficient to cover all other expenses. Project costs were about $350,000 for each of the first 2 years.

These numbers, however, mean much less to staff and participants than an unsolicited letter from one of Pioneer's 200 customers, a New York law firm:

"When we first learned of your project we decided to use its services because we felt that it was important for you to provide employment and supportive services to those who might otherwise have great difficulty in making adjustments to the 'world of commerce.' We believed that we could somehow make a small contribution by using these services.

"Having used such services, it now becomes apparent that it is you who are making the contribution. Your employees are clearly the best mannered and best looking messengers in the city and they have proved their reliability."□

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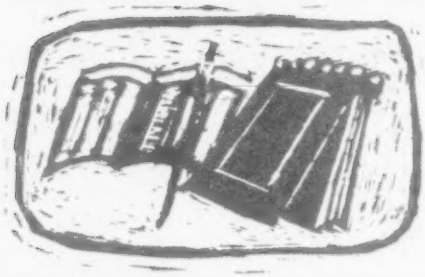
News & Notes



The only effective way to deal with drug abuse on the job is to persuade the addict to come forward voluntarily, according to Dr. R. G. Wiencek, the medical director of General Motors' diesel plant in Detroit. This can be done, he says, if the company guarantees the addict his identity will be kept secret, he will not lose his job, and he will get medical aid and time off during rehabilitation. His own company in the summer of 1970 started a treatment program involving the use of methadone and rescued nearly 50 employee-addicts the first 2 years. Too many companies still take a "punitive, moralistic approach" to drug problems, he said.

* * *

Business managements to date have done virtually nothing to devise a scientific means of matching the right person to the right job. That's what Dr. Samuel H. Cleff, vice president for research of ADP Personnel Data Systems, Inc., said in a paper prepared for a joint national meeting of several management groups in Atlantic City. "There is no field of study which is more primitive and less systematic than that . . . which makes up our present 'technology' of fitting person, training, and job," he said. "For a full 70 percent of our population working in jobs which are considered to be semiskilled, the processes by which people get into jobs or jobs get to people are virtually random." As one solution, he described a 3-year research project in Indianapolis out of which came a new system of matching applicant to job by computer. Sixteen "dimensions of work" were developed through in-depth interviews with semiskilled workers and scientific analysis of semiskilled job tasks. This made it possible to put on computer profiles of both the applicant and the job and to predict with accuracy the probability for the applicant's success in performing the work or in completing a training program, Cleff said.

* * *

The number of black medical students was 2,090 last spring, compared with 817 in the spring of 1969, according to the American Medical Association. Their numbers increased from about 2.3 percent of all medical school enrollments to 4.8 percent during that period. Women medical students last spring totaled 4,755, or 11 percent, up from 9.6 percent 2 years earlier.

The Manpower Administration has awarded a contract of about $685,000 to the National Puerto Rican Forum to continue its Basic Occupational Language Training (BOLT) Program. A center will be established in New York City to train instructors to teach English as a second language.

* * *

Starting with the spring 1973 semester, New York City residents 65 years and older are being permitted to enroll tutition-free at City University of New York. They can take undergraduate, credit-bearing courses at any unit of the university on a space-available basis under the school's open-admissions policy.

* * *

Employment of farmers and farmworkers between 1960 and 1970 dropped by over 2 million, or 40 percent. According to the Labor Department's Bureau of Labor Statistics, much of the decrease occurred on the smaller marginal farms, which were unable to keep pace with new agricultural technology.

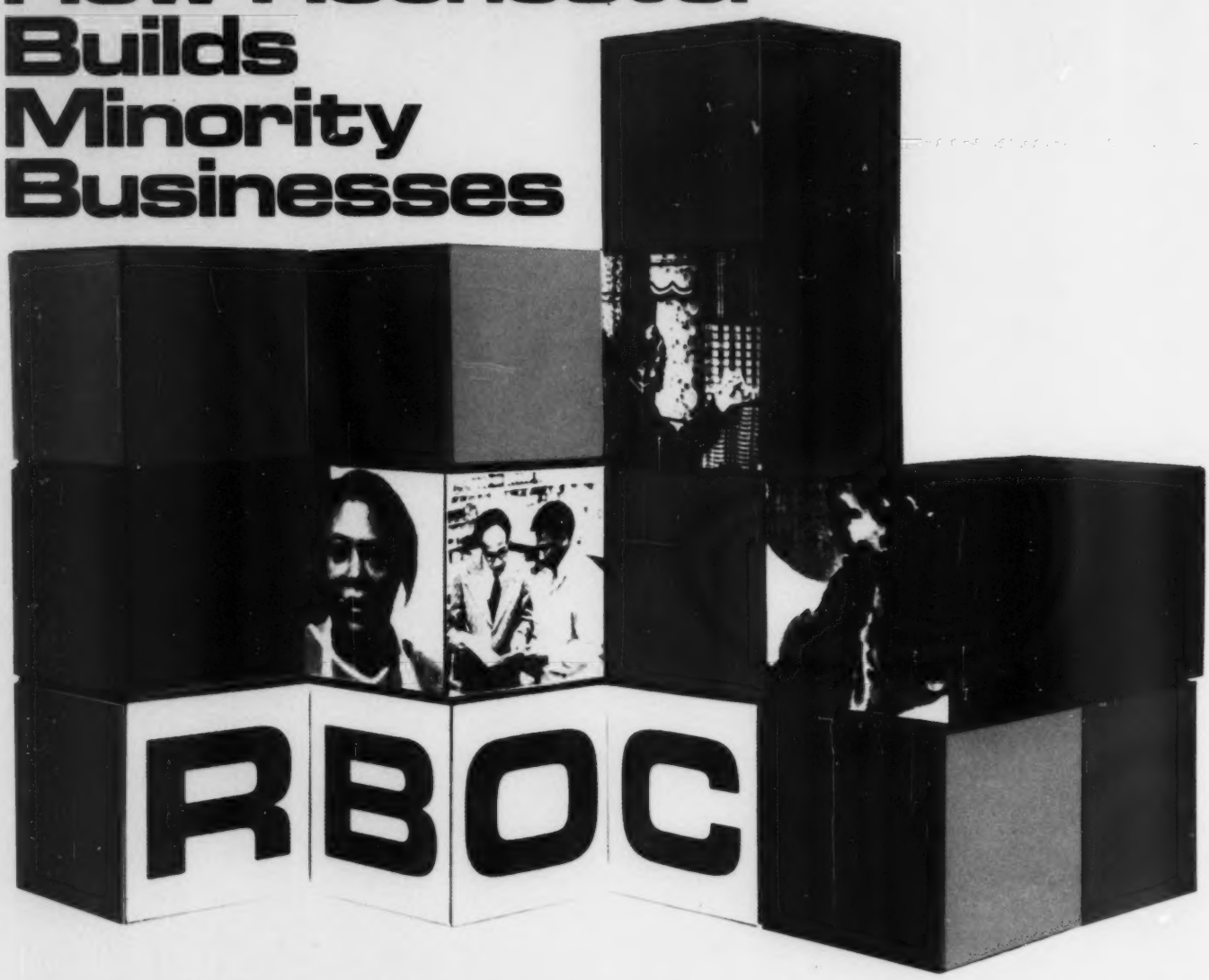
* * *

Some 274,000 apprentices were registered at the beginning of 1972, or 5,000 less than a year earlier, according to latest Department of Labor figures. But the number of minority apprentices rose to 11 percent from 9 percent the year before. In the construction trades, minority participation rose to 18 percent from 13.7 percent the previous year. Among the 30,000 minority apprentices in registered programs at the start of 1972 were 18,400 blacks, 7,200 Spanish-surnamed, and 4,400 others, mostly Indians and Orientals.

* * *

College classes are being offered at Draper Correctional Center in Elmore, Ala. The program is being conducted for inmates by State Junior College of Alexander City. The courses, offering credits transferable to other colleges and aiming at an eventual 4-year degree program, mark a first for the Alabama correctional system. Forty-five inmates were enrolled in six courses for the fall quarter and 63 are enrolled in six courses for the winter quarter. The Experimental Manpower Laboratory for Corrections at Draper, funded by the Manpower Administration, is aiding the college program by contributing facilities and staff members for part-time teaching.

How Rochester Builds Minority Businesses



Getting any business off the ground is tough. For blacks and other minorities, it can be especially challenging, because of a shortage of capital and know-how.

The city of Rochester, N.Y. has devised its own answer to this problem. Local business, industry, and banks have banded together to create Rochester Business Opportunities Corporation (RBOC) to help minorities, mainly blacks, to establish new businesses or acquire ownership of existing ones.

This economic development corporation, formed in 1968, has helped establish nearly 90 minority-owned businesses, employing about 300 people and doing $6 million annually in sales. It has accomplished this on a budget for the entire 4 years totaling less than $1 million, one-fourth of it loan capital that will be repaid.

RBOC invests some funds of its own in new businesses, and helps the minority entrepreneurs obtain the remainder of their financing from lending institutions. More than $2.7 million in loans have been obtained from banks, according to W. R. Priester, RBOC general manager. RBOC also helps businessmen obtain loan guarantees from the Federal Small Business Administration (SBA).

RBOC-assisted businesses include an electronic parts manufacturer, a plastics company, a camera repair firm, a printing company, a pharmacy, a quick delivery service, a men's clothing store, a furniture store, a supermarket, gas stations, dry cleaners, restaurants, an African boutique, and a trucking company. Figures are not yet available for 1972, but in 1971 six new businesses were opened, a decline in numbers from previous years.

"In the beginning, RBOC found it necessary to establish credibility quickly and, as a result, there was an effort to get a lot of businesses started," Priester explained. "While the desire in the last year has been just as great, we do not

want to play a numbers game—that is, getting a business started just for the sake of one more business."

Instead, Priester and his staff are trying to establish more substantial businesses, ones that have greater likelihood of being profitable and that can operate in the general economy. The six businesses started in 1971 have anticipated annual sales of $1 million and employ about 30 persons, Priester said.

Requests Screened Carefully

Assistance from RBOC is available to minority businessmen in two general ways. First, they can get help in structuring and establishing their ventures and, second, they can obtain followup assistance in key areas of management such as finances and taxes, production, or marketing.

Before RBOC offers any help, however, it makes a rigorous feasibility study of the proposed new business to determine if it has a reasonable chance of becoming profitable. If the chances of success appear slim, the prospective operator of the business is told so. He is offered no assistance, although he may revise his proposal or submit a new one.

"As many as 50 proposals are considered for every one business that is started," said Priester. "Many times, while working with an individual, we discover that what he really wants is a job. In some cases, it's further education.

"We look at economic development of minority individuals as not being isolated from the rest of the economy. We take a hard look at the market and determine what is needed and then attempt to determine whether the business is structured to serve that need."

Whether a business is large or small, the same basic economic rules must be observed. "Marketability of product, quality of service, general management, and bookkeeping requirements all apply to the small business—only on a diminished scale," Priester says.

If a proposed business is judged to have a reasonable chance to succeed, the RBOC staff helps the prospective owner prepare the market studies and business projections he will need to obtain financing. Meetings are arranged with local bank loan officers, and procedures for obtaining SBA loan guarantees are explained.

The financial package for a typical RBOC-assisted business generally consists of three components: Equity capital supplied by the owner or RBOC; a bank loan for the remainder of the required funds; and an SBA guarantee for a portion of the bank loan, usually 75 to 90 percent. The amount of money the entrepreneur invests may be as little as $250 or as much as $5,000, Priester said.

Followup assistance takes many forms. Much of it is provided by RBOC's own professional staff, which has helped businessmen with problems ranging from bookkeeping to equipment purchases, real estate appraisals, and lease negotiations.

When Willie McCummings, for example, acquired ownership of a clothing store, Dee's Place, he depended on his years of experience in men's fashions to order the right merchandise and sell it successfully. He turned to the RBOC staff, however, for help with financial statements, tax returns, and other accounting problems.

Priester and his racially mixed staff have the expertise to handle such problems. Priester has a master's degree in business administration from Atlanta University. He has spent 5 years in educational business management, and worked 2 years as a credit reporter for Dun and Bradstreet. He spent another year helping a group of investors put together a franchise operation in men's fashions before joining RBOC.

And, he adds with a smile, he was an entrepreneur himself at a tender age. "I owned and operated my own business at age 14 in my hometown in South Carolina. I hired four other boys to shine shoes at my stand and I paid them a commission plus a percentage of the tips."

His professional staff members are:

- Clarence Ingram, who has more than 15 years' experience in cost accounting.
- Albert Steward, who holds a bachelor's degree in business administration from Voorhees College, Denmark, S.C.
- Peter Flihan, a graduate of Syracuse University who majored in economics and who owned and operated his own grocery business while in college.

In addition, lawyers, accountants, engineers, and a variety of production and management consultants, many of them from some of the city's largest and most prestigious firms, contribute their services to RBOC.

Small Loan, Big Help

The amount of aid some businesses require is astonishingly small. When Mary Phillips sought to expand her soul food restaurant and remodel a new dining room, RBOC helped her obtain a $250 bank loan. It was not a big deal for the bank or RBOC, but it was important to Mrs. Phillips. The small loan enabled her and her husband, who is ailing and able to work only part time, to continue to make a reasonable living dispensing ribs, chicken, pigs' feet, collard greens, black-eyed peas, and fresh-baked cornbread to residents of the inner city.

"It's a good program," says Mrs. Phillips. "With the help a person gets, if you're sincere about your work, you can make it."

Soul food is the specialty of Mary Phillips' restaurant. RBOC helped her get a small bank loan to remodel a dining room.

RBOC also has demonstrated that minority entrepreneurs can be successful in businesses that go beyond a neighborhood or ethnic clientele. It has given financial and other help to:

- Camura, Inc., which started in business with a contract from Eastman Kodak to repair Instamatic cameras and now also serves Polaroid, Honeywell, Bausch and Lomb, IBM, Rochester Telephone Co., and Western Electric.
- P. A. Plastics, Inc., which manufactures parts for X-ray processors and parts for industrial customers such as Kodak, IBM, Xerox, Honeywell, and General Electric.
- Stanlee Forms and Bindery, Inc., which manufactures short-run business forms and features quick delivery for the Rochester business community.

Biggest Firm Has 85 Workers

The largest employer among RBOC-assisted businesses is FIGHTON, operated by FIGHT, an inner-city community organization. FIGHTON manufactures transformers and small industrial appliances and employs 85 people in a variety of jobs ranging from custodial work to toolmaking.

The Xerox Corporation and RBOC have teamed up to help FIGHTON, now a little more than 3 years old. Xerox gives management and technical assistance, and RBOC has helped negotiate bank loans. RBOC also owns the building in which FIGHTON is located and leases it to the company on favorable terms.

RBOC was launched to help minorities participate more fully in the economic system through business ownership and management. A number of efforts already were under way to expand job opportunities and to improve education, housing, and social and medical services for Rochester's inner-city residents.

At the outset Kodak officials talked with other businessmen and community leaders, got their support, and developed feasibility studies of four prototype businesses with local market potential that could be operated by minority entrepreneurs. These four businesses were wood products, vacuum-formed plastics, equipment repair, and microfilm service. The result was formation of RBOC. Funds have been contributed by Kodak and other businesses in the city, as well as trade associations, charitable organizations, and foundations. All these institutions plus various community organizations are represented on the 30-member board of directors whose chairman is Joseph Gioia, secretary of Bravo Products Company in Rochester.

Not all RBOC-aided businesses have made the grade. Despite careful screening, a dozen or so have failed. The fatal weakness, according to Priester, usually occurs in one or more of four key areas: Production, management, finance, or marketing. "Most often it is poor management of personnel and financial resources," said Priester. He cites two examples:

- A restaurant. "The volume of sales was not great enough to carry the loan. The operator sank a lot more money into leasehold improvements and equipment than a prudent man could justify based on anticipated sales."
- A small service organization. "The entrepreneur pictured himself as a successful executive with a smooth-running organization, when that was not the case. He kept all his employees engaged in busy work, even though there were few sales, and finally his funds ran out. He should have laid some people off."

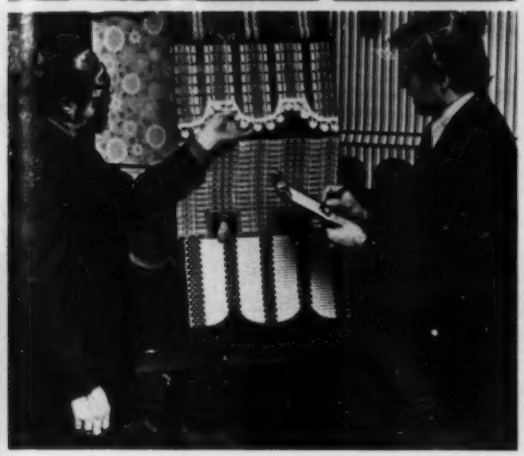
Manpower Implications Cited

Although RBOC was founded to put minorities in business, rather than to find them jobs, the program is not without manpower implications. FIGHTON and most of the other firms are in the inner city, where the poor and disadvantaged live, and from whom the work force is recruited. Employees of the firms thus have fewer transportation problems which, added to their limited skills and education, might bar them from getting jobs elsewhere. Many of them are proving able workers for RBOC-assisted businesses.

Camura's most experienced technician,

After working for drug store chains, pharmacists Lawrence Stott, Jr., (left) and Ralph Hayes teamed up, obtained some help from RBOC, and opened their own pharmacy.

Partners Jewell Logan (left) and Peter Wolak check a window shade order at their Gallery of Window Fashions, one of six businesses that got under way in 1971 with RBOC assistance.



for example, was recruited with little in the way of education, experience, or work history that would impress a typical employment manager. Now he's a skilled camera repairman and Camura president Harold Mars calls him "one of the best in the business."

Mars' employment philosophy would make the personnel department of a large corporation blanche, but it has worked for him: "I look for someone who wants to work and needs a job. I take people right off the street in the ghetto and my turnover is high. But if a person is reliable and has desire, we'll take him up the long trail—and that's what it is."

Social motivation is also part of the

P. A. Plastics president Frank McElrath checks a plastic part that will be used in an X-ray processor made by one of his industrial customers.

Food market proprietor Fermon Broome (right) gets some suggestions on financial records from Clarence Ingram, a certified public accountant and member of the RBOC staff.

Remodeling plans for his new store are checked out by Bill Brown (center), his wife, and RBOC staff member Peter Flihan, who helped negotiate acquisition of the new site. One of the first minority entrepreneurs assisted by RBOC, Brown was forced by urban renewal to move.

Minority Businesses *continued*

employment practice of P. A. Plastics. President Frank McElrath believes an inner-city business such as his can act as a kind of "halfway house," providing jobs for untrained people while teaching them the skills and work habits industry demands.

"When I was in industry (he is a former Kodak chemist) I became aware there was an enormous gap between the personnel department and the black immigrant from the South, and to some degree, the black youngster in the North," said McElrath. "I think we serve as a middle ground between the ghetto and the world of business."

FIGHTON general manager William McGhee believes the disadvantaged can make it in a small minority-owned business. "They are working with people of the same social level," McGhee said. "That makes it easier than in major industry, where the total environment is so foreign."

However, the disadvantaged need a lot of help and "it is very expensive to train persons who are undereducated and underskilled," McGhee said. "It is especially hard for minority businesses, which usually are small and have to expect workers to be immediately productive."

He feels the Manpower Administration's Job Opportunities in the Business Sector (JOBS) Program is not an entirely satisfactory solution to this problem for small businesses. Under a JOBS contract, the employer agrees to hire and train the hard-core disadvantaged, with the Manpower Administration picking up the tab for training and other job preparation costs above normal.

Disadvantaged Want Work

For larger businesses, this is fine, McGhee points out. A giant industry can hire hundreds, even thousands, and still have only a fraction of 1 percent of hard-core employees. And the regular hiring practices of these businesses screen out large numbers of even the less severely disadvantaged.

But McGhee says it is a different story for his small company. Under a 20-month JOBS contract completed in February 1972, FIGHTON upgraded six people and trained 28. The latter number, while small, represents a third of the company's total employment. And overall, about 75 percent of FIGHTON employees fall into the disadvantaged category.

McGhee believes special manpower training programs should be designed for small inner-city businesses, differing in the amount of reimbursement and in the criteria on which it is paid.

Priester says that in most cases hiring the disadvantaged has not posed insurmountable problems for the businesses aided by RBOC. He said the businesses are small and usually can give these workers individual attention.

"Most of the disadvantaged have shown a strong desire to work and to learn," Priester said. "The reason they had difficulty obtaining employment with other companies is that they did not fit the mold of what business generally feels an employee should be." Low school grades, lack of a diploma, unconventional life styles, and criminal records are among the reasons these workers did not "fit the mold."

Most employees of the minority-owned businesses assisted by RBOC are black, but many of the businesses also have white workers. Priester says RBOC does not take into account the ethnic makeup of the potential work force or whether the business will cater only to minority customers. He believes the criteria have to be whether the business has the potential to be profitable and whether the prospective entrepreneur has the character to make it successful.

"If the business succeeds, given the positive climate we have in the Rochester area, the other things will fall into place," he said.

And he has no doubt minority businessmen can succeed as long as they operate their businesses as similar businesses are operated. "There is no reason why a black man can't operate a Chinese restaurant or run an Italian restaurant in an Italian neighborhood—if they're run like other Chinese or Italian restaurants." □

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Words & Figures

Job Corps Enrollments

The Job Corps assisted 71,400 disadvantaged youth with its programs of vocational training, basic education, counseling, and personal development during fiscal year 1972. Of the 71,400 young men and women served during the year, 22,400 had entered the program in the previous fiscal year. Of the 49,000 who enrolled in fiscal 1972, 3,200 were former Corpsmembers who were readmitted.

Enrollees came from all 50 States, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands. Approximately 25 percent of the Job Corps enrollees in fiscal 1972 were from the Southeastern States. Sixteen States contributed 70 percent of the participants and three States—New York with 4,000 enrollees, California with 3,800, and Texas with 3,300—accounted for almost 25 percent of total enrollment.

More than 1 in 4—26 percent—of Job Corps participants were young women. Almost 4 out of every 5 of the enrollees were under 19.

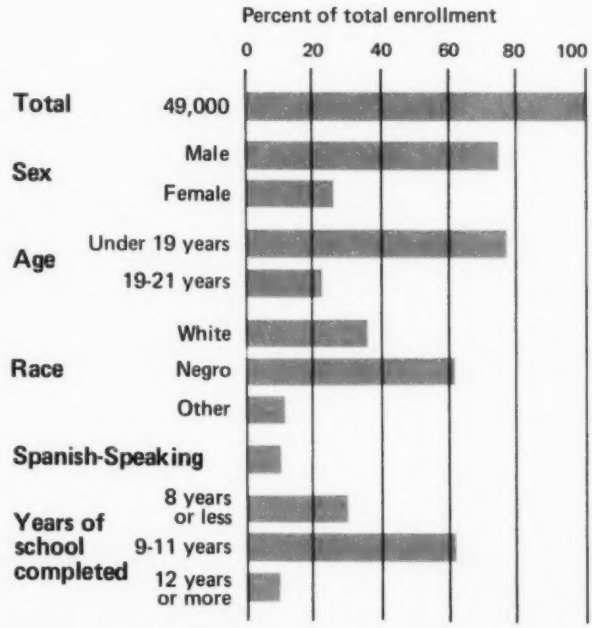
Job Corps enrollees were predominantly from minority groups. Slightly less than two-thirds—61 percent—were black, and 11 percent were Spanish-speaking.

Less than 10 percent of the enrollees had completed high school. Over 60 percent had completed between 9 and 11 years of schooling while 30 percent had no more than an eighth grade education.

During the fiscal year, 48,600 enrollees left the Job Corps. Followup data on both completers and noncompleters indicate that 35,000 of the terminees—72 percent—found employment after leaving the Corps.

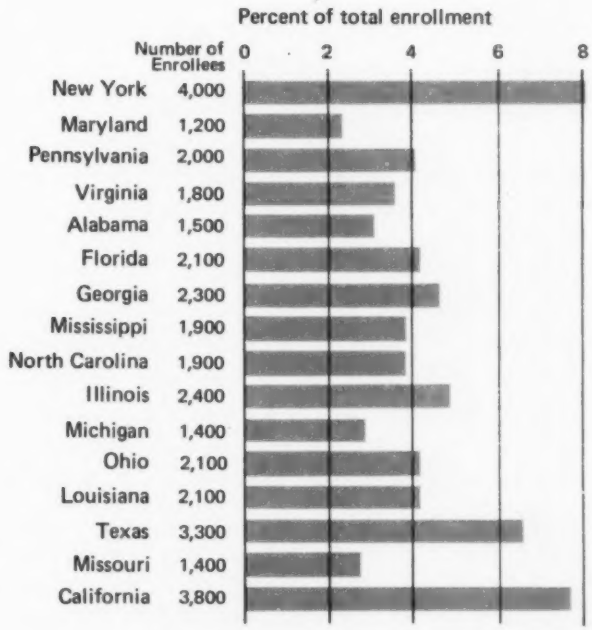
Characteristics of Job Corps Enrollees

FY 1972



Job Corps Enrollment by State - 1,000 or More Corpsmembers

FY 1972



Permanent Public Jobs Through PEP

District of Columbia Helps Disadvantaged Meet Civil Service Requirements

by Robert Taggart

Nora Cox and Cornelius Washington are among the more than 1,000 District of Columbia residents who, in the last 18 months, were employed under the Public Employment Program (PEP), which is operated by the D.C. Government with Federal funds provided by the Emergency Employment Act of 1971. Miss Cox, a 20-year-old black woman, graduated from a vocational high school in 1970 where she had 1 year of training as a clerk-typist. For 2 years she worked as a clerk in a large downtown department store, earning $2 per hour with little chance of advancement.

She left the store to enter the Opportunities Industrialization Center for training in stenography, and upon completion of this course was hired under PEP as a $5,300-a-year (grade GS 2) clerk-typist in the District's Department of Human Resources. Her job, one of 691 nonsummer positions funded with the $3.7 million the city received in PEP monies, was only temporary; the idea of PEP was to move Miss Cox and other participants as

Mr. Taggart is executive director of the National Manpower Policy Task Force, a nonprofit research and policy oriented organization. This article was taken from findings of a national study of the Public Employment Program being conducted by the Task Force under a grant from the Ford Foundation.

quickly as possible into regular jobs in the public or private sector.

Though she scored high enough on the civil service examination to qualify for a GS 4 position, Miss Cox's work experience was inadequate to get her a rating higher than GS 2. Her Department of Human Resources supervisor gave her good job performance ratings and felt that she should be moved on as soon as possible to a higher paying permanent job. To achieve this goal, she was registered in a 1-hour - per - day advanced shorthand course operated under another manpower program, and she progressed rapidly in this training.

With the help of the PEP staff, Miss Cox filled out a more "suitable" resume stressing her clerical experience in the department store job. Based on that experience and the 6 months' work and training in PEP, her civil service rating was revised to a GS 4. Two weeks later she accepted a permanent position at this level within the Department of Human Resources.

Cornelius Washington is a 35-year-old black high school graduate who came to the District of Columbia from New York City. He has served four jail terms for sale and possession of narcotics, burglary, and assault. He was last released from prison in 1967, and has had no brushes with the law since, but his record made it difficult to get a job.

After an unsuccessful partnership in a trash removal company, Washington went to work for a D.C. department store under an assumed name. He began as a $2-per-hour stock clerk and within a year had been promoted to a supervisory position. Eventually, however, the company became aware of his record and alias, and he was forced to resign, though his employer still gave him a reference. He was unemployed when he applied for a PEP job.

Under normal practices, Washington would have been excluded from government employment because of his past convictions. But through PEP he was hired at the GS 5 level (paying $7,500 annually) to counsel offenders and to serve as a liaison between them and personnel in the court system. This was a job especially created to use the less skilled type of workers hired under PEP, and Washington's background was a help rather than a hindrance. The position offered extensive on-the-job and classroom training to prepare the participant for a permanent career in working with offenders.

Washington's supervisor rated him "excellent" and within 6 months he was supervising other PEP aides. He was offered a permanent GS 5 job in another District agency, but chose to remain in PEP until a better position could be secured. While there is no assurance he will continue to progress and to avoid further contact with the law, it is quite clear that PEP gave him a chance and he made the most of it.

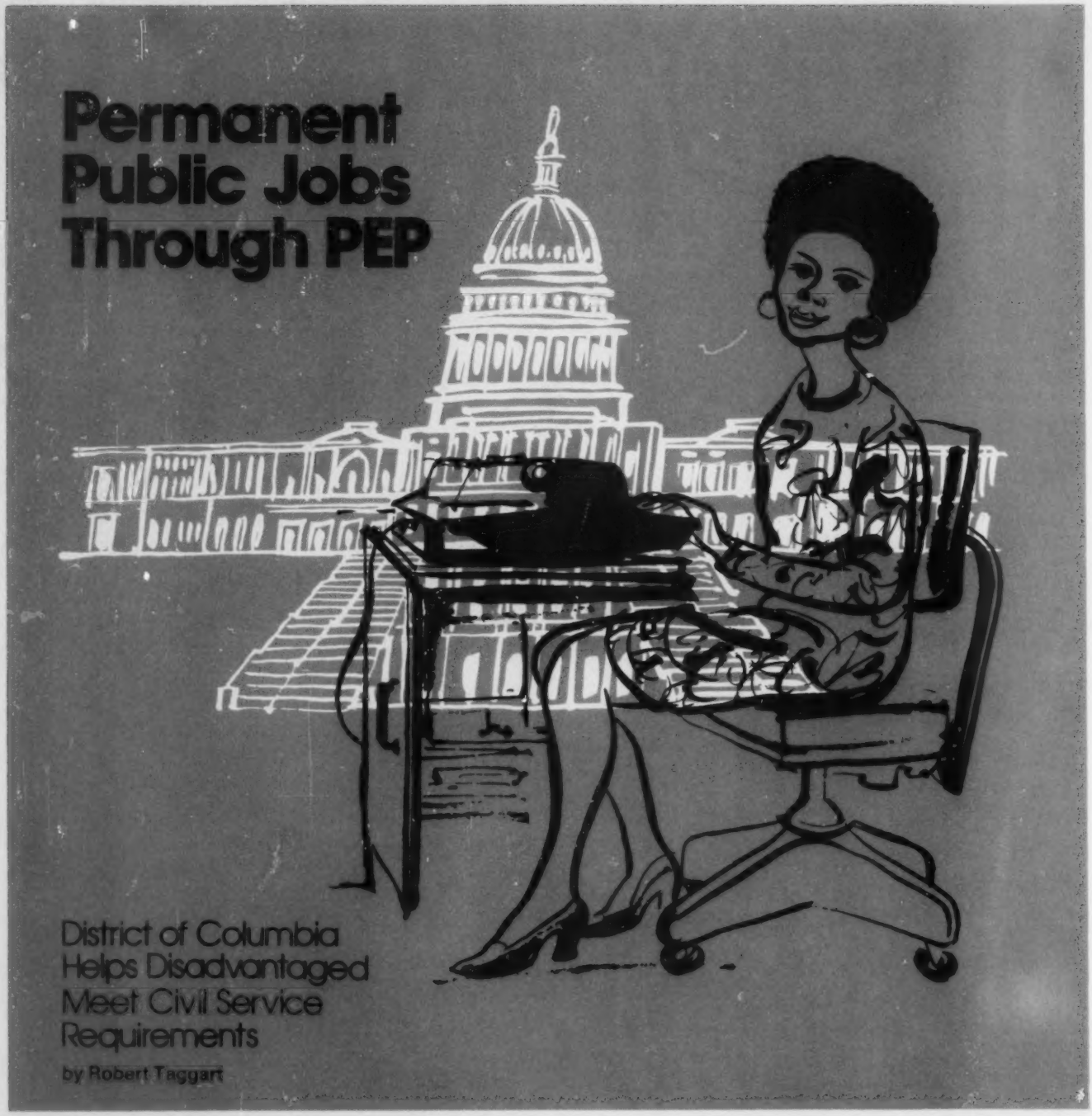
District Record Impressive

The stories of Nora Cox and Cornelius Washington (not their real names) demonstrate what the Public Employment Program was designed to accomplish. Without PEP, civil service experience requirements would have kept Miss Cox out of a GS 4 job and Washington's criminal record would have barred him completely from public employment. PEP was a testing ground and both passed the test.

Not all District PEP participants benefited to the same degree as Miss Cox and Washington. But measured against the performance of most new social programs, or against that of most States and localities under PEP, the overall record of the District has been impressive in a number of ways.

The Emergency Employment Act (EEA) was passed at a time when the national unemployment rate exceeded 6 percent and was intended as a countercyclical measure to put the unemployed to work as quickly as possible. In the District of Columbia, implementation was rapid. After 4 months, the city had filled 90 percent of its authorized slots compared with 56 percent nationally.

A number of target groups among the unemployed were singled out for special attention by the EEA, including those with employment handicaps, unemployed aerospace workers, migrants, members of minority groups, older and younger jobseekers, and Vietnam-era veterans. But the implicit goal for the program was to do more than merely cream the most qualified workers from these unemployed groups. Rather, it was to reach as far down



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the labor queue as possible to help those with the least chance of finding employment on their own.

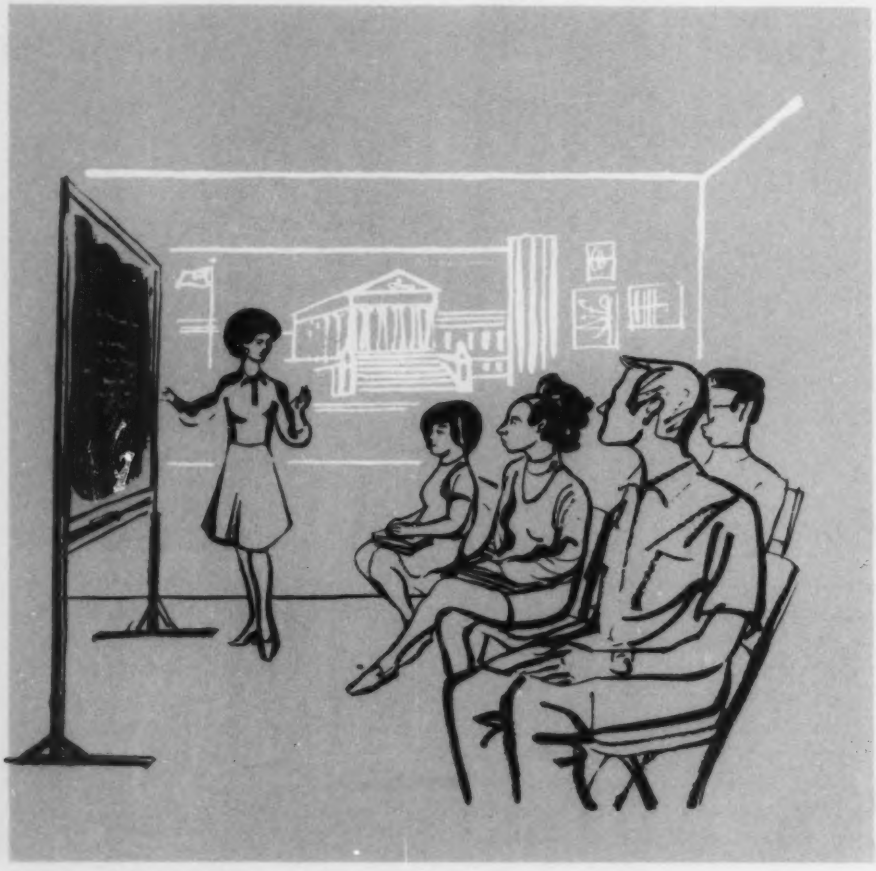
Nearly two-thirds of all those hired in the District of Columbia were "disadvantaged" compared with 37 percent nationally. The city also did slightly better than other areas in hiring Vietnam veterans, women, public assistance recipients, younger workers, and those with less education. Only 3 percent of the participants in the District were whites, which reflects their minority status in the city, where 72 percent of the population and 85 percent of the unemployed are black.

One of the justifications for PEP was that it would provide money needed by financially troubled cities and other hard-pressed areas to meet critical public service needs. The goal was to hire people to perform really useful tasks. The District, like other large cities, needed any help it could get. Budget requirements held city employment almost steady during 1970 and even shrank it in 1971.

Unlike many cities and States, however, the District did not give these public service needs exclusive priority, which would have meant hiring a much larger proportion of skilled and highly educated workers. To the extent there was a choice between the two goals, emphasis went first to helping people and second to filling needs. Target groups were determined and then jobs were selected that would best serve this clientele. Many of those hired would never have been employed under normal hiring procedures.

To use this more disadvantaged work force, jobs had to be chosen at the low end of the wage and skill spectrum. Altogether, 45 percent of the jobs were at the GS 3 level or below paying up to $6,000; and 48 percent were GS 4 and 5 positions paying $7,500 or less. As a point of comparison, less than 10 percent of the city's regular GS employees are below grade 4, and 60 percent are at grade 6 level or above.

Given this emphasis, however, every effort was made to concentrate workers in the areas of greatest need and to assure that they would be used productively. Two-fifths of the PEP positions were for health, education, social service, or recreation aides. Another 13 percent were professional aide jobs offering more training and greater long-run opportunities for advancement in areas of expanding demand. These include corrections officer trainees, legal aides working as counselors with offenders, narcotics treatment aides working with addicts, and environmental corpsmen. An additional 27 percent of the jobs were in lower level clerical work or blue-collar occupations.



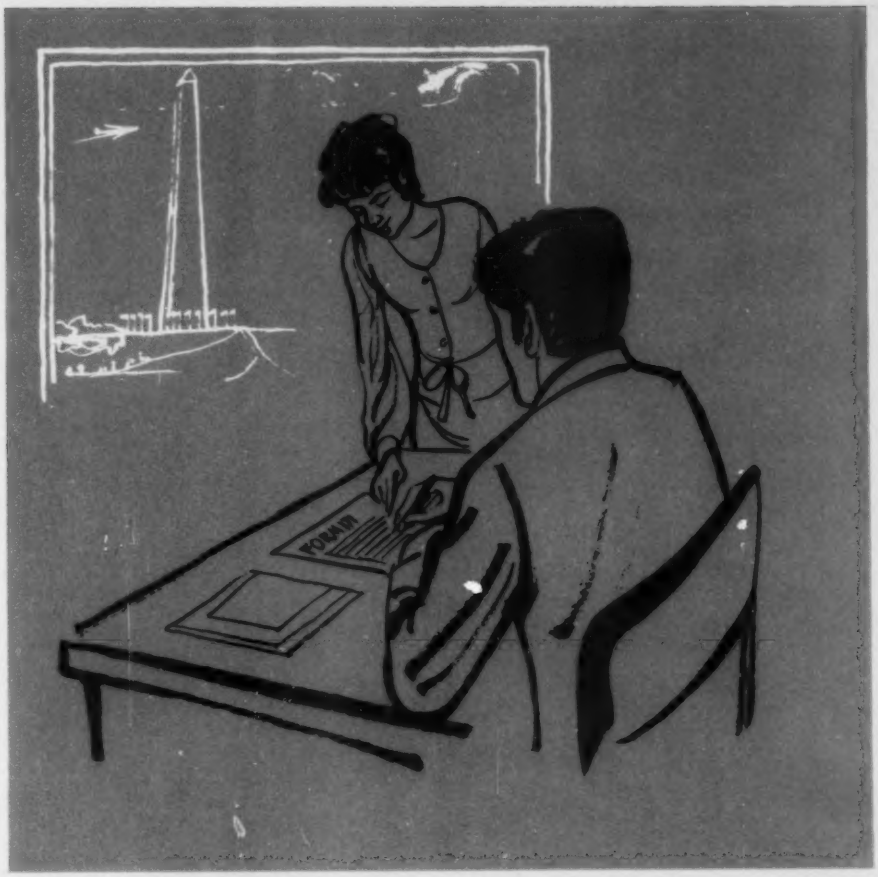
While it is impossible to measure the increase in public services provided by PEP employees, it is clear that they were not assigned to "leaf-raking." The tasks performed were necessary and most of them would have been funded if the city had had more money itself.

PEP jobs were intended to be "transitional," providing work opportunities and earnings only until other positions could be secured in the public or private sectors. An effort was to be made by each State and locality to place at least half of all those leaving the program in regular government jobs. In most areas, however, the results have not been impressive. Through the end of fiscal 1972, only a fifth of those who left PEP had been moved into the regular payrolls of State and local governments. During this period State and local government employment nationwide increased by more than 300,000 (in addition to PEP hires) and normal turnover opened up many more positions.

Many Placed Permanently

The District of Columbia, however, has had an outstanding record of permanently placing those hired under PEP. This is despite an actual decline in the number of regular city employees during the first year of the program. Through September 1972, 527 participants had terminated from PEP, including 100 youthful summer employees; of the terminees, 244 had been placed in the District Government, 11 in the private sector, and 10 in other manpower programs. Nearly three-fifths of all terminees (excluding young summer workers) found permanent jobs.

Perhaps the single most important factor in this achievement was the pressure exerted by the mayor on the District Government's departments. Initially, he requested special emphasis on the placement of PEP participants. When this did



not work he ordered that all vacant permanent positions at the GS 5 level or below for which PEP participants were qualified could be filled only by these participants.

While PEP was to be a transitional program, the implicit goal was to move workers upward into permanent jobs rather than laterally. PEP was to include training and other manpower services to increase the employability of participants. Though only a small proportion of funds could be used for training, linkages were to be created with other existing programs. The program was also intended as a catalyst for civil service reform; participating States and localities agreed to make an effort to eliminate any artificial barriers or unnecessary requirements in hiring for permanent public service jobs.

Few jurisdictions provided as many manpower services as the District, where nearly 400 participants were enrolled in education or training beyond the normal on-the-job instruction given to new employees. For instance, 92 nursing and health aides and environmental corpsmen were enrolled in college courses which could eventually lead them to Associate of Arts degrees. Nine PEP workers in the Department of General Services were given a 6-week course in carpentry and mechanics at the Opportunities Industrialization Center. The 30 participants hired as correctional officer trainees went through 9 weeks of full-time training especially designed by the corrections department. Fifty-six individuals were given remedial education to help them obtain a high school equivalency certificate or instruction in typing and shorthand in an existing course operated under the Public Service Careers Program. These and other manpower services were vital in providing needed skills and credentials.

To get participants into regular jobs, it was necessary to work through the civil service system. PEP positions were temporary, and though an attempt was made to fill them with workers who came close to meeting the civil service requirements for permanent positions at the same level, there were some who fell below, and very few qualified for higher paying jobs. PEP participants had to pass the written or oral tests and meet other requirements to be placed on the "registers" of qualified candidates for permanent jobs, and they then had to be selected from these lists by employers.

The Federal Civil Service Commission and the District PEP staff worked together to help participants get on the registers. Cutting through the usual red tape, registers were opened and special exams were scheduled. In some cases District agencies were persuaded to downgrade their job requirements so less qualified individuals could be employed. For instance, a vacancy for a GS 5 stenographer-typist might instead be filled by a GS 3 clerk-typist. Because of the mayor's hiring freeze, the agencies found it in their best interests to bend their usual highly selective practices in order to fill their vacancies.

As a result, many PEP participants were given the opportunity to move into higher level permanent jobs. Among the 244 placed in the public sector through September 1972, there was an average improvement of one grade level, or roughly 12 percent, in salary between the PEP position and the permanent job. More than 27 percent of those placed advanced two grades or more.

It is clear that in its first year the District's Public Employment Program fulfilled the multiple goals of the Emergency Employment Act and did better than most other States and localities in achieving these goals. More importantly, it added an important new dimension to the city's manpower programs. PEP provides a testing ground for those able individuals lacking specific skills or credentials who are locked into dead-end jobs. Instead of putting them through lengthy counseling and training which they do not need, the program puts them to work immediately, providing what they require on the job or in part-time courses. Once participants demonstrate their potential, they can then move on to permanent jobs and promising careers in the public sector.

This is how PEP has worked for Nora Cox, Cornelius Washington, and scores of other participants in the District of Columbia. Their success demonstrates that given the opportunity disadvantaged people normally considered unsuitable can meet merit service requirements and make valuable public employees. □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of publications for which no price is indicated can be obtained free by writing or telephoning the appropriate organization at the following addresses: Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210; Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212; or the organization specified in the listing. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Tax Credit: Employers Can Win, Too

Manpower Administration folder describes new tax advantages for employers who hire welfare recipients through the Department of Labor's Work Incentive Program.

Unemployment Insurance Tax Rates by Industry 1969

Annual Manpower Administration statistical publication contains information on average covered employment, total covered wages, taxable wages, and average State tax rates, by industry and State, for calendar year 1969.

Comparison of State Unemployment Insurance Laws January 1972

Manpower Administration loose leaf book reports State by State the types of workers and employers that are covered under the State law; the methods of financing the program; the benefits that are payable; the conditions to be met for payment; and the administrative organizations established to do the job. Supercedes the January 1, 1966 issue. Updated pages are issued semiannually. Book $1.75 without binder.

Comparison of State Unemployment Insurance Laws—Revision 1, August 31, 1972

First of Manpower Administration series of semiannual revised pages for insertion in Comparison of State Unemployment Insurance Laws loose leaf book. $1.50.

Job Corps Residential Living Manual

Manpower Administration 148-page manual to assist Job Corps Centers provides guidelines for the residential living aspects of Center programs. Some guidelines are mandatory for all Centers; other are merely suggestions for consideration.

National Apprenticeship and Training Standards for Draftsmen

Manpower Administration booklet sets forth revised National Apprenticeship and Training Standards for draftsmen to improve the quality and opportunity of draftsmen through establishment of uniform training programs.

The National Apprenticeship Program

Manpower Administration booklet presents a brief explanation of the National Apprenticeship Program, its policies and their application in modern industry, and a list of apprenticeable occupations and trades.

National Apprenticeship Standards for Ophthalmic Finisher-Dispenser

Manpower Administration booklet incorporates the fundamentals needed to establish local programs of apprenticeship in the optical industry for the training of ophthalmic finisher-dispensers.

Optometry for You

Folder discusses advantages of optometry as a career and the possibilities of scholarships, and Federal student loans, and placement services, and lists schools and colleges of optometry. Available from American Optometric Association, 7000 Chippewa Street, St. Louis, Mo. 63119.

The Paraoptometrics

Folder discusses training and career opportunities in this area of the health care field. Available from Paraoptometric Guidance Department, American Optometric Association, 7000 Chippewa Street, St. Louis, Mo. 63119.

Occupational Outlook for College Graduates 1972-73 Edition

Bureau of Labor Statistics guide to employment opportunities in a broad range of professional and related occupations for which a college education is required, is becoming increasingly necessary, or is the usual educational background. Each occupational statement presents information on nature of the work, places of employment, education and training requirements, earnings, and working conditions. Also presents brief summary of expected overall supply and demand situation for college graduates through the 1970's. Specify BLS Bulletin 1730. $2.00.

Labor Law and Practices in Foreign Countries

Bureau of Labor Statistics series provides background material on labor practices in foreign countries for U.S. businessmen, trade union and labor specialists, consulting economists, and students.

Thailand, Specify BLS Report 405. $1.25.

Denmark, Specify BLS Report 390. 70 cents.

Industry Wage Survey: Machinery Manufacturing, Winter 1970-71

Bureau of Labor Statistics bulletin summarizes results of survey of wages and supplementary benefits in nonelectrical machinery manufacturing industries in 22 selected areas in winter of 1970-71. Specify BLS Bulletin 1754. $1.00.

Major Programs 1972, Bureau of Labor Statistics

Bulletin presents in highly concentrated form the scope of the principal programs in which the offices of the Bureau of Labor Statistics are engaged. Presents in compact tabular format selected major characteristics of over 50 programs, grouped into related subject-matter areas. Also shows frequency with which data are made available, principal publications in which they appear, and some of the principal uses of the data. A brief narrative accompanies each major subject-matter grouping.

Wage Chronologies

Bureau of Labor Statistics series of bulletins trace changes in wage scales and related benefits negotiated by individual employers or combinations of employers with a union or group of unions. Benefits unilaterally introduced by an employer generally are included.

Pacific Gas and Electric Company 1943-73. Specify BLS Bulletin 1761. 50 cents.

Firestone Tire and Rubber Co. and B. F. Goodrich Co. (Akron Plants) 1937-73. Specify BLS Bulletin 1762. 50 cents.

What Every Employer Needs to Know About OSHA Recordkeeping

Bureau of Labor Statistics bulletin makes available in one publication the most frequently asked questions regarding injury and illness recordkeeping and reporting requirements under the Williams-Steiger Occupational Safety and Health Act of 1970. Useful for reference purposes. Specify BLS Report 412.

Area Trends in Employment and Unemployment

Monthly Manpower Administration bulletin provides official list of areas eligible for benefits under a number of Federal area assistance programs on the basis of high unemployment. Also provides summary manpower data on 150 major labor areas and indicates firms which have been certified as eligible each month for preference in the award of certain Federal procurement contracts.

Unemployment Insurance Statistics

Manpower Administration monthly with data collected and reported under unemployment insurance programs and Federal programs covering Federal civilian employees and ex-servicemen. Data include benefit payment activities, employer contributions, appeals decisions, and disqualifications for selected industries and occupations.

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